

PUBLIC REVIEW DRAFT

January 24, 2003

CHAPTER 3

APPLICATION OF BOROUGH INCORPORATION STANDARDS

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CHAPTER 3

APPLICATION OF BOROUGH INCORPORATION STANDARDS

- Section A. Background
- Section B. Economic Capacity
- Section C. Population Size and Stability
- Section D. Regional Commonalties
- Section E. Broad Public Interest

Section A. Background

Chapter 53, SLA 2002 – the law directing the Local Boundary Commission to undertake this examination of the unorganized borough – became effective September 17, 2002. It required the Commission to complete the task assigned to it by February 19, 2003.

The Commission took two early actions to define the scope of the area to be examined. First, the Commission deliberated as to the proper interpretation of the Chapter 53 – SLA 2002 directive to “report to the legislature the areas it has identified that meet the standards for incorporation.” A broad interpretation of that charge might have reasonably included a review of areas that meet the standards for “incorporation” of parts of the unorganized borough into existing organized boroughs through annexation.¹

In October 2002, however, mindful of the limited time and resources available to complete the review, the Commission opted for a more narrow interpretation of the legislative directive. Consequently, five portions of the unorganized borough that had been identified by the Commission in the early 1990s as ‘unorganized remnants within the model boundaries of existing organized boroughs’ were omitted from the present review. Those five portions of the unorganized borough are shown on the map below:

INSERT MAP SHOWING

Juneau Model Borough unorganized remnant
Lynn Canal Model Borough unorganized remnant
Ketchikan Gateway Model Borough unorganized remnant
Denali Model Borough unorganized remnant
Fairbanks North Star Borough Model unorganized remnant

¹ Separate standards exist in law for annexation of territory to boroughs (see 3 AAC 110.160 – 3 AAC 110.210). Borough annexation standards are similar in many respects to the borough incorporation standards.

1 In December 2002, the Commission took the second action to narrow the areas
2 of the unorganized borough to be reviewed. In doing so, it excluded from
3 consideration those unorganized areas that appeared to be marginal in terms of
4 their financial capacity to support the services mandated for borough
5 government.

6
7 The Commission's action in December was based on information about each
8 area's population, per capita household income, percent of unemployment,
9 percent of adults not working, average household income, percent of poverty,
10 and residential property values.² The Commission also gave consideration to
11 circumstances not necessarily fully reflected in the 2000 federal census data
12 such as the depressed condition of the commercial fishing industry, and potential
13 access to oil and gas property tax base.

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15 As a result of the December 2002 action, ten additional areas of the unorganized
16 borough were excluded from further consideration. Those areas are shown on
17 the map that appears below:

18
19 **Insert map showing the following regions**

20 Pribilof Islands Model Borough
21 Dillingham-Nushagak-Togiak Model Borough
22 Annette Island Model Borough
23 Lower Kuskokwim Model Borough
24 Bering Strait Model Borough
25 Yukon Koyukuk Model Borough
26 Kuspuk Model Borough
27 Iditarod Model Borough
28 Lower Yukon Model Borough
29 Yukon Flats Model Borough

30
31 Thus, the Commission selected the remaining eight areas of the unorganized
32 borough to review for compliance with all standards for borough incorporation. In
33 doing so, the Commission also combined the Aleutians West Model Borough with
34 the Aleutians Military Model Borough. Hereinafter, that area is referred to as the
35 Aleutians West Model Borough.

36
37 The eight unorganized areas to be reviewed in terms of all standards are shown
38 on the map that appears below.
39

² The Alaska Department of Community and Economic Development (DCED) provided the Commission with such data for all community-type localities in the unorganized borough using newly released 2000 federal census data. DCED also prepared and provided to the Commission estimates of such data aggregated on the basis of model borough boundaries and regional educational attendance area boundaries.

Insert map showing the following regions

Prince William Sound Model Borough
Aleutians West Model Borough/Aleutians-Military Model Borough (combined)
Wrangell-Petersburg Model Borough
Upper Tanana Model Borough
Glacier Bay Model Borough
Copper River Basin Model Borough
Prince of Wales Model Borough
Chatham Model Borough

Section B. Economic Capacity

Part 1. Background.
Part 2. Reasonably Anticipated Borough Functions
Part 3. Reasonably Anticipated Borough Expenses
Part 4. Reasonably Anticipated Borough Income
Part 5. Ability to Generate and Collect Local Revenue
Part 6. Economic Base, Land Use, and Development
Part 7. Property Valuations
Part 8. Personal Income
Part 9. Prior Borough Feasibility Studies
Part 10. Conclusions Regarding Economic Capacity

Part 1. Background

This section of the report reviews several different factors relating to the economic capacity of the eight unorganized areas to take on responsibility for borough government. The factors include reasonably anticipated borough functions, expenses, and income. They also include information about the economic base in the unorganized areas, along with property valuations, land use, development, and personal income.

As noted in Chapter 2, in order for a region to satisfy the borough standards established in law, it must have the resources capable of providing borough services (AS 29.05.031(a)(3)).³ Moreover, the resources must be sufficient to provide services on an efficient and cost-effective level (3 AAC 110.055).⁴

³ AS 29.05.031(a)(3) states that, "An area that meets the following standards may incorporate as a home rule, first class, or second class borough, or as a unified municipality:...(3) the economy of the area includes the human and financial resources capable of providing municipal services; evaluation of an area's economy includes land use, property values, total economic base, total personal income, resource and commercial development, anticipated functions, expenses, and income of the proposed borough or unified municipality."

⁴ 3 AAC 110.055 provides that, "The economy of a proposed borough must include the human and financial resources necessary to provide essential borough services on an efficient, cost-effective level. In this regard, the commission (1) will consider (A) the reasonably anticipated

Part 2. Reasonably Anticipated Borough Functions.

State law requires organized boroughs to exercise three mandatory powers. Those are (1) education, (2) assessment and collection of taxes, and (3) land use regulation.⁵ Boroughs have authority to delegate their land use regulation powers within city boundaries to the respective cities within the borough. Boroughs may also exercise a broad range of other powers; however, those powers are discretionary.

For purposes of this review, the Commission limited its consideration to the three mandatory borough powers. The Commission recognizes that borough governments would incur certain administrative costs of operating.

The Commission notes that the three functions which State law mandates of organized boroughs are also obligatory tasks of home rule and first class cities in the unorganized borough. There are eleven home rule and first class cities in the eight unorganized areas under review. These consist of the following:

Aleutians West Model Borough

- City of Unalaska

Prince William Sound Model Borough

- City of Cordova
- City of Valdez

functions of the proposed borough; (B) the reasonably anticipated expenses of the proposed borough; (C) the ability of the proposed borough to generate and collect local revenue, and the reasonably anticipated income of the proposed borough; (D) the feasibility and plausibility of the anticipated operating and capital budgets through the third full fiscal year of operation; (E) the economic base of the proposed borough; (F) property valuations for the proposed borough; (G) land use for the proposed borough; (H) existing and reasonably anticipated industrial, commercial, and resource development for the proposed borough; and (I) personal income of residents of the proposed borough; and (2) may consider other relevant factors, including (A) the need for and availability of employable skilled and unskilled persons to serve the proposed borough; and (B) a reasonably predictable level of commitment and interest of the population in sustaining a borough government.”

⁵ AS 29.35.150 provides that, “A borough shall exercise the powers as specified and in the manner specified in AS 29.35.150 - 180 on an areawide basis.” AS 29.35.160 provides, in part, that “Each borough constitutes a borough school district and establishes, maintains, and operates a system of public schools on an areawide basis as provided in AS 14.14.060.” AS 29.35.170 provides, in part, that “A borough shall assess and collect property, sales, and use taxes that are levied in its boundaries, subject to AS 29.45.” AS 29.35.180 provides that each borough “shall provide for planning, platting, and land use regulation.”

Glacier Bay Model Borough

- City of Hoonah
- City of Pelican

Chatham Model Borough

- City of Kake

Prince of Wales Model Borough

- City of Craig
- City of Klawock
- City of Hydaburg

Wrangell-Petersburg Model Borough

- City of Wrangell
- City of Petersburg

Part 3. Reasonably Anticipated Borough Expenses**Subpart (a). Education**

Education is, by far, the single biggest expense incurred by borough governments. The following depicts the FY 2001 audited expenses incurred for the operation of school districts that are wholly or partially within the eight unorganized areas under review.

Aleutians West Model Borough

The Aleutians West Model Borough wholly includes two existing school districts. One is a city school district (Unalaska) and the second is the Aleutian Region REAA. Collectively, those districts operated five schools serving 431 students. FY 2001 audits reported the following operational costs by those districts.

District	Number of Schools	Number of Students	Cost Per Student	Total
Aleutian Region REAA	3	57	\$25,649	\$1,461,993
Unalaska City Schools	2	374	\$11,998	\$4,487,252
Total	5	431	\$13,803	\$5,949,245

Upper Tanana Model Borough

The Upper Tanana Model Borough wholly includes two existing school districts. Those are the Delta-Greely REAA and the Alaska Gateway REAA. Collectively, those districts operated 12 schools serving 1,501 students. Among the schools

operated by the Delta-Greely REAA is the Delta Charter Cyber School which serves students throughout the state. Enrollment at the Delta Charter Cyber School was 376 as of October 1, 2001.

FY 2001 audits reported the following operational costs by the two districts in the Upper Tanana Basin Model Borough.

District	Number of Schools	Number of Students	Cost Per Student	Total
Delta-Greely REAA	4	1,007	\$6,414	\$6,458,898
Alaska Gateway REAA	8	494	\$12,228	\$6,040,632
Total	12	1,501	\$8,049	\$12,081,264

Copper River Basin Model Borough

The Copper River Basin Model Borough wholly includes one existing school district, the Copper River REAA. That district operated 9 schools serving 1,534 students. FY 2001 audits reported the following operational costs by those districts.

District	Number of Schools	Number of Students	Cost Per Student	Total
Copper River REAA	9	726	\$8,441	\$6,128,166

Prince William Sound Model Borough

The Prince William Sound Model Borough wholly includes three existing school districts. Two are city school districts (Cordova and Valdez) and the third is the Chugach REAA. Collectively, those districts operated nine schools serving 1,534 students. FY 2001 audits reported the following operational costs by those districts.

District	Number of Schools	Number of Students	Cost Per Student	Total
Chugach REAA	4	207	\$10,802	\$2,236,014
Cordova City Schools	2	458	\$8,713	\$3,990,554
Valdez City Schools	3	869	\$9,366	\$8,139,054
Total	9	1,534	\$9,365	\$14,365,622

Glacier Bay Model Borough

The Glacier Bay Model Borough wholly includes two existing school districts and part of a third. The two districts that are wholly included consist of those operated by the City of Pelican and the City of Hoonah. In addition, a portion of the Chatham REAA is included in the Glacier Bay Model Borough.

The portion of the Chatham REAA in the Glacier Bay Model Borough includes the settlements of Whitestone Logging Camp, Gustavus, Tenakee Springs, Elfin Cove, and Game Creek. The Chatham REAA operates schools within the Glacier Bay Model Borough at Gustavus (enrollment: 45) and Tenakee Springs (enrollment: 11).

The Chatham REAA also operates schools at Angoon (enrollment: 133) and Klukwan (enrollment: 25) located outside the Glacier Bay Model Borough. Last year, the Chatham REAA operated a school at Cube Cove (enrollment: 10), which was also outside the Glacier Bay Model Borough. The Cube Cove school closed last year.

Collectively, the three districts operated five schools in the Glacier Bay Model Borough, serving 288 students. FY 2001 audits reported the following operational costs by those districts in the Glacier Bay Model Borough (costs for Chatham REAA were based on district-wide average costs apportioned on the basis of the number of students it serves in the Glacier Bay Model Borough).

District	Number of Schools	Number of Students	Cost Per Student	Total
Hoonah City Schools	2	215	\$15,073	\$3,240,695
Pelican City Schools	1	17	\$24,383	\$414,511
Chatham REAA (Glacier Bay portion)	2	56	\$10,995 (district average)	\$615,720
Total	5	288	\$14,830	\$4,270,926

Chatham Model Borough

The Chatham Model Borough includes the City of Kake School District and parts of the Chatham REAA and Southeast Island REAA. The portion of the Southeast Island REAA within the Chatham Model Borough has no schools or settlements. The portion of the Chatham REAA within the Chatham Model Borough includes Cube Cove and Angoon. Cube Cove was an active logging camp on Admiralty Island for twenty years. However, the Shee Atika Native Corporation, based in Sitka, has recently ceased logging operations at that site. There is no longer a school at Cube Cove.

Collectively, the two districts operated 3 schools serving 306 students. FY 2001 audits reported the following operational costs by those districts.

1

District	Number of Schools	Number of Students	Cost Per Student	Total
Kake City Schools	2	173	\$12,299	\$2,127,727
Chatham REAA (Glacier Bay portion)	1	133	\$10,995 (district average)	\$1,462,335
Total	3	306	\$11,732	\$3,590,062

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Prince of Wales Model Borough

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The Prince of Wales Model Borough wholly includes three existing school districts and part of a fourth. The three districts that are included in their entirety consist of those operated by the City of Craig, City of Klawock, and City of Hydaburg. Additionally, the Southeast Island REAA is partially included in the Prince of Wales Model Borough.

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The portion of the Southeast Island REAA that is within the Prince of Wales Model Borough includes the settlements of Edna Bay, Whale Pass, Coffman Cove, Thorne Bay, Kasaan, Hollis, Naukati Bay, Port Alexander, Point Baker, and Port Protection. The Southeast Island REAA operates schools within the Prince of Wales Model Borough at Hollis (enrollment: 20), Coffman Cove (enrollment: 25), Kasaan (enrollment: 14), Naukati (enrollment: 36), Port Alexander (enrollment: 12), Port Protection (enrollment: 23) and Thorne Bay (enrollment: 78).

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The Southeast Island REAA also operates a school at Hyder (enrollment: 18) outside the Prince of Wales Model Borough. Additionally, the district has 19 students in a correspondence study program.

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Collectively, the four districts operated fourteen schools in the Prince of Wales Model Borough, serving 1,170 students. FY 2001 audits reported the following operational costs by those districts in the Prince of Wales Model Borough (costs for Southeast Island REAA were based on district-wide average costs apportioned on the basis of the number of students it serves in the Prince of Wales Model Borough).

District	Number of Schools	Number of Students	Cost Per Student	Total
Craig City Schools	4	686	\$7,901	\$5,420,086
Klawock City Schools	1	175	\$12,486	\$2,185,050
Hydaburg City Schools	2	101	\$14,259	\$1,440,159
Southeast Island REAA (Prince of Wales portion)	7	208	\$12,147 (district average)	\$2,526,576
Total	14	1,170	\$9,890	\$11,571,871

Wrangell-Petersburg Model Borough

The Wrangell-Petersburg Model Borough wholly includes two existing school districts and portions of two others. The two wholly-included districts consist of the City of Wrangell and the City of Petersburg. Portions of the Chatham REAA and Southeast Island REAA are also included. However, the portion of the Chatham REAA included in the Wrangell-Petersburg Model Borough includes no schools or settlements. The portion of the Southeast Island REAA included in the Wrangell Petersburg Model Borough includes the settlements of Kupreanof and Thom's Place. There are no schools in Kupreanof or Thom's Place. Any students in Kupreanof may attend schools operated by the City of Petersburg.

Collectively, the City of Wrangell and City of Petersburg school districts operated six schools serving 1,113 students. FY 2001 audits reported the following operational costs by those districts.

District	Number of Schools	Number of Students	Cost Per Student	Total
Wrangell City Schools	3	460	\$7,734	\$3,557,640
Petersburg City Schools	3	653	\$7,578	\$4,948,434
Total	6	1,113	\$7,642	\$8,506,074

Subpart (b). Assessment and Collection of Taxes

The cost of assessing and collecting taxes depends, of course, on the nature of taxes levied and a host of other factors particular to the jurisdiction involved. Borough governments are not obligated to levy property taxes. In fact, four of the last five borough governments formed do not levy property taxes.

Part 4(a) of this section of the report lists the specific taxes levied by organized boroughs in Alaska. Also listed in Part 4(a) are the specific taxes levied by cities within the eight unorganized areas under review.

Generally, property taxes tend to be among the more expensive taxes to assess and collect.⁶ In particular, the establishment of the initial property tax assessment roll can be costly.⁷ For example, in 1997, the former Department of Community and Regional Affairs (DCRA) estimated that the cost of establishing a property tax roll for a Delta-Greely borough would be approximately \$300,000. DCRA also estimated that annual updates to that prospective property tax roll would cost approximately \$25,000 initially, with moderate increases to account for inflation and development in later years.

The following summarizes the expenses reported in 2002 for the assessment and collection of property taxes by the twelve organized boroughs in Alaska that levy property taxes.

Borough	Number of Parcels	Geographic Size	Budget
Municipality of Anchorage	90,406	1,940 square miles	\$4,129,200
Bristol Bay Borough	926	850 square miles	\$27,000
Fairbanks North Star Borough	39,860	7,430 square miles	\$1,831,040
Haines Borough	3,218	2,730 square miles	\$89,932
City and Borough of Juneau	11,548	3,248 square miles	\$427,530
Kenai Peninsula Borough	60,515	21,330 square miles	\$1,473,626
Ketchikan Gateway Borough	6,008	1,750 square miles	\$423,194
Kodiak Island Borough	5,230	12,150 square miles	\$275,690
Matanuska-Susitna Borough	64,896	25,260 square miles	\$1,109,184
City and Borough of Sitka	3,646	4,530 square miles	\$182,931
City and Borough of Yakutat	501	9,251 square miles	\$15,000

⁶ It is stressed, however, that a property tax database offers significant secondary benefits to a region. Maps and other information gathered for property tax databases often facilitate the financing of real estate, real estate sales, homeowner's insurance, and even the provision of emergency services by police and fire departments.

⁷ AS 29.05.210 provides that the Department of Community and Economic Development must "provide assistance to each borough and unified municipality incorporated after December 31, 1985 in (1) establishing the initial sales and use tax assessment and collection department if the borough or unified municipality has adopted a sales or use tax; (2) determining the initial property tax assessment roll if the borough or unified municipality has adopted a property tax, including contracting for appraisals of property need to complete the initial assessment." Additionally, the State provides a \$600,000 grant over three years to a newly formed borough to defray the cost of transition to borough government (AS 29.05.190).

The following summarizes the expenses reported in 2002 for the assessment and collection of property taxes by the seven cities in the unorganized areas under review that reported data on the cost of levying property taxes.

Aleutians West Model Borough			
City	Number of Parcels	Geographic Size	Budget
City of Unalaska	558	214.4 square miles	\$30,000
Prince William Sound Model Borough			
City	Number of Parcels	Geographic Size	Budget
City of Cordova	1,803	74.58 square miles	\$10,000
City of Valdez	2,003	277.1 square miles	\$63,000
City of Whittier	452	19.75 square miles	\$5,000
Prince of Wales Model Borough			
City	Number of Parcels	Geographic Size	Budget
City of Craig	642	9.5 square miles	\$18,200
Wrangell-Petersburg Model Borough			
City	Number of Parcels	Geographic Size	Budget
City of Petersburg	2,223	46.1 square miles	\$21,000
City of Wrangell	1,530	70.9 square miles	\$20,000

In contrast to property taxes, other taxes such as sales taxes tend to be significantly less expensive to collect. Again, Part 4(a) of this section of the report lists the various taxes levied by organized boroughs and cities with the eight unorganized areas under review.

Subpart (c). Land Use Regulation

The exercise of “land use regulation” by local governments in Alaska is far less structured than education powers. Consequently, it is difficult to project what expenses a region may incur in the exercise of such powers.

Thirty-eight municipal governments in Alaska list planning or land use regulation expenses in their annual audits or financial statements. On a per capita basis, the reported expenditures range from as little as \$1 per resident (Bristol Bay Borough and City of Klawock) to as much as \$399 per resident (North Slope Borough). The median expenditure was \$23.50 per resident.

The most recent financial reports on record for those thirty-eight municipalities indicate that a total of \$17,202,721 was spent in terms of land use regulation or planning. Those thirty-eight local governments were inhabited by 591,394 residents. Thus, on average, local governments spent \$29 per resident in the exercise of land use regulation or planning powers.

For purposes of this analysis, the Commission assumes, over the long-term, that each borough would spend, on average, \$30 annually per resident in the exercise of land use regulation and planning powers. The following expenditure projections result from that assumption

Region	Population	Projected Annual Land Use Expenditures
Prince William Sound Model Borough	6,964	\$208,920
Upper Tanana Basin Model Borough	6,316	\$189,480
Wrangell-Petersburg Model Borough	5,893	\$176,790
Aleutians West Model Borough	4,781	\$143,430
Prince of Wales Model Borough	4,651	\$139,530
Copper River Basin Model Borough	3,089	\$92,670
Glacier Bay Model Borough	1,739	\$52,170
Chatham Model Borough	1,354	\$40,620

Part 4. Reasonably Anticipated Borough Income

This part of the report addresses reasonably anticipated borough income. There are no specific revenue generating proposals associated with this review. Therefore, the discussion of this part of the report is necessarily abstract. Information about locally generated revenues of existing boroughs and cities within the eight unorganized areas under review is provided in subpart (a). Information about State and federal financial aid to municipalities is provided in subpart (b).

Subpart (a). Locally-Generated Income

Property Taxes

Twelve of Alaska's sixteen organized boroughs levy property taxes. On a per capita basis (using 2000 census population figures), revenues from ad valorem taxes on property (excluding oil and gas property taxed under AS 43.56) levied by those twelve boroughs in 2002 ranged from a low of \$384 per resident to a high of \$1,780 per resident. The median per capita figure was \$702.

Five of the twelve property tax-levying boroughs in Alaska contain oil and gas properties taxed under AS 43.56. Per capita property tax revenues from both types of levies (i.e., (1) oil and gas properties and (2) all other taxable properties) are shown below for the twelve boroughs.

Per Capita Property Tax Revenues for Boroughs		
Borough	Per Capita Property Tax Revenues (excluding oil & gas properties)	Per Capita Property Tax Revenues (oil & gas properties only)
Municipality of Anchorage	\$1,093	\$9
Bristol Bay Borough	\$1,780	\$0
Fairbanks North Star Borough	\$737	\$54
Haines Borough	\$479	\$0
City & Borough of Juneau	\$924	\$0
Kenai Peninsula Borough	\$666	\$144
Ketchikan Gateway Borough	\$487	\$0
Kodiak Island Borough	\$510	\$0
Matanuska-Susitna Borough	\$872	\$1
North Slope Borough	\$845	\$26,137
City & Borough of Sitka	\$420	\$0
City & Borough of Yakutat	\$384	\$0
Source: 2002 Revenue Figures Provided by State Assessor; 2000 Population Figures Derived from Federal Census.		

No property taxes are levied in Upper Tanana Basin Model Borough, the Copper River Basin Model Borough, or the Chatham Model Borough.

However, three cities in the Prince William Sound Model Borough levy property taxes and two cities in the Wrangell-Petersburg Model Borough levy property taxes. One city in each of the remaining three model boroughs (Aleutians West, Prince of Wales, and Glacier Bay) also levies property taxes.

On a per capita basis (using 2000 census population figures), revenues from ad valorem taxes on property (excluding oil and gas property taxed under AS 43.56) levied by those eight cities in 2002 ranged from a low of \$333 per resident to a high of \$1,475 per resident. The median per capita figure in the range was \$573. Three of the eight property tax-levying cities in question encompass oil and gas properties taxed under AS 43.56. Per capita property tax revenues from both types of levies are shown below for the eight cities.

Per Capita Property Tax Revenues for Cities in Model Boroughs		
Aleutians West Model Borough		
City	Per Capita Property Tax Revenues (excluding oil & gas properties)	Per Capita Property Tax Revenues (oil & gas properties only)
Unalaska	\$927	\$0
Prince William Sound Model Borough		
City	Per Capita Property Tax Revenues (excluding oil & gas properties)	Per Capita Property Tax Revenues (oil & gas properties only)
Cordova	\$570	\$15
Valdez	\$1,475	\$3,240
Whittier	\$1,056	\$13
Glacier Bay Model Borough		
City	Per Capita Property Tax Revenues (excluding oil & gas properties)	Per Capita Property Tax Revenues (oil & gas properties only)
Pelican	\$338	\$0
Prince of Wales Island Model Borough		
City	Per Capita Property Tax Revenues (excluding oil & gas properties)	Per Capita Property Tax Revenues (oil & gas properties only)
Craig	\$333	\$0
Wrangell-Petersburg Model Borough		
City	Per Capita Property Tax Revenues (excluding oil & gas properties)	Per Capita Property Tax Revenues (oil & gas properties only)
Petersburg	\$576	\$0
Wrangell	\$441	\$0
Source: 2002 Revenue Figures Provided by State Assessor; 2000 Population Figures Derived from Federal Census.		

General Sales Taxes

Six of the sixteen organized boroughs in Alaska levy a general sales tax ranging from 1.5% to 5%. During 2002, the general sales taxes levied by those boroughs generated, on a per capita basis, amounts ranging from \$223 per resident to \$964 per resident.

The following table reports the general sales tax rates in effect in those five boroughs and the per capita revenues generated from those taxes.

1

Per Capita General Sales Tax Revenues for Boroughs				
Borough	Sales Tax Rate	General Sales Tax Revenues Reported	2000 Census Population	Per Capita Revenue
Haines Borough	1.5%	\$533,165	2,392	\$223
City & Borough of Juneau	5.0%	\$29,612,400	30,711	\$964
Kenai Peninsula Borough	2.0%	\$14,157,026	49,691	\$285
Ketchikan Gateway Borough	2.0%	\$4,953,046	14,070	\$352
City & Borough of Sitka	5.0%	\$6,593,998	8,835	\$746
City & Borough of Yakutat	4.0%	\$549,225	808	\$680
Source: 2002 Revenue Figures Provided by State Assessor; 2000 Population Figures Derived from Federal Census.				

2

3 No sales taxes are levied in Upper Tanana Basin Model Borough or the Copper
4 River Basin Model Borough.

5

6 However, general sales taxes are levied by two cities in the Aleutians West
7 Model Borough, two cities in the Chatham Model Borough, three cities in the
8 Glacier Bay Model Borough, five cities in the Prince of Wales Model Borough,
9 three cities in the Prince William Sound Model Borough, and two cities in the
10 Wrangell-Petersburg Model Borough

11

12 The following table reports the general sales tax rates in effect in the sixteen
13 cities that levy general sales taxes in the six model boroughs listed above. The
14 per capita revenues generated from those taxes in 2002 are also listed.

15

Per Capita General Sales Tax Revenues for Cities within Model Boroughs				
Aleutians West Model Borough				
City	Sales Tax Rate	General Sales Tax Revenues	2000 Census Population	Per Capita Revenue
Adak	3.0%	\$571,978	316	\$1,810
Unalaska	3.0%	\$5,233,204	4,283	\$1,222
Prince William Sound Model Borough				
City	Sales Tax Rate	General Sales Tax Revenues Reported	2000 Census Population	Per Capita Revenue
Cordova	6.0%	\$2,320,200	2,454	\$945
Whittier	3.0%	\$207,500	182	\$1,140

1

Glacier Bay Model Borough				
City	Sales Tax Rate	General Sales Tax Revenues Reported	2000 Census Population	Per Capita Revenue
Hoonah	5.0%	\$379,046	860	\$441
Pelican	4.0%	\$85,568	163	\$525
Tenakee Springs	1.0%	\$3,397	104	\$33
Chatham Model Borough				
City	Sales Tax Rate	General Sales Tax Revenues Reported	2000 Census Population	Per Capita Revenue
Angoon	3.0%	\$69,706	572	\$122
Kake	5.0%	\$138,453	710	\$195
Prince of Wales Island Model Borough				
City	Sales Tax Rate	General Sales Tax Revenues Reported	2000 Census Population	Per Capita Revenue
Craig	5.0%	\$1,201,047	1,397	\$860
Hydaburg	4.0%	\$11,344	382	\$30
Klawock	5.5%	\$349,117	854	\$409
Port Alexander	4.0%	\$19,860	81	\$245
Thorne Bay	3.0%	\$78,991	557	\$142
Wrangell-Petersburg				
City	Sales Tax Rate	General Sales Tax Revenues Reported	2000 Census Population	Per Capita Revenue
Petersburg	6.0%	\$2,334,803	3,224	\$724
Wrangell	7.0%	\$1,829,137	2,308	\$793
Source: 2002 Revenue Figures Provided by State Assessor; 2000 Population Figures Derived from Federal Census.				

2

3

Targeted Taxes

4

5

In addition to the general property and sales taxes noted above, thirteen of the sixteen organized boroughs in Alaska levy targeted taxes on particular sales or activities.

7

8

9

The targeted taxes levied by the boroughs are as follows.

10

- The Aleutians East Borough levies a 2% raw fish tax.

11

- The Municipality of Anchorage levies an 8% bed tax, 8% car rental tax, 15% tax on the sale of tobacco products and a flat tax on aircraft.

12

13

- The Bristol Bay Borough levies a 3% raw fish tax and a 6% bed tax.

- 1 ▪ The Denali Borough levies a \$0.05/ton severance tax on coal, \$0.05/cubic
- 2 yard severance tax on gravel, and a 7% bed tax.
- 3 ▪ The Fairbanks North Star Borough levies an 8% bed tax outside the City of
- 4 Fairbanks.
- 5 ▪ The Haines Borough levies a 4% bed tax and a 4% tour tax.
- 6 ▪ The City and Borough of Juneau levies a 7% bed tax, 3% liquor tax, and 6%
- 7 tobacco tax.
- 8 ▪ The Ketchikan Gateway Borough levies a 4% bed tax outside the City of
- 9 Ketchikan.
- 10 ▪ The Kodiak Island Borough levies a 9.25 mill severance tax on timber and fish
- 11 resources and a 5% bed tax.
- 12 ▪ The Lake & Peninsula Borough levies a 2% raw fish tax, guide fees, and a
- 13 6% bed tax.
- 14 ▪ The Matanuska-Susitna Borough levies a 5% bed tax.
- 15 ▪ The City & Borough of Sitka levies a 6% bed tax and \$.02/gal fuel tax.
- 16 ▪ The City & Borough of Yakutat levies a 1% raw fish tax, 4% bed tax, and 4%
- 17 car rental tax.

18
19 The following table lists the total 2002 revenue – both in total and per capita
20 terms – from the targeted taxes levied by the thirteen boroughs as noted above.
21

Borough	Targeted Tax Revenues	Per Capita Revenues
Aleutians East Borough	\$2,013,524	\$747
Municipality of Anchorage	19,929,263	\$77
Bristol Bay Borough	343,440	\$273
Denali Borough	1,308,933	\$691
Fairbanks North Star Borough	\$1,061,135	\$13
Haines Borough	431,534	\$180
Juneau, City & Borough of	1,825,500	\$59
Ketchikan Gateway Borough	\$28,244	\$2
Kodiak Island Borough	774,974	\$56
Lake & Peninsula Borough	487,488	\$267
Matanuska-Susitna Borough	\$627,201	\$11
Sitka, City & Borough of	284,869	\$32
City & Borough of Yakutat	71,485	\$88

22
23 No targeted taxes are levied in Upper Tanana Basin Model Borough or the
24 Copper River Basin Model Borough.

25
26 However, targeted taxes are levied by one city in the Aleutians West Model
27 Borough, two cities in the Chatham Model Borough, two cities in the Glacier Bay
28 Model Borough, three cities in the Prince of Wales Model Borough, three cities in

the Prince William Sound Model Borough, and two cities in the Wrangell-Petersburg Model Borough

The targeted taxes levied by the cities are as follows.

- The City of Unalaska levies a 2% raw fish tax and a 5% bed tax.
- The City of Angoon levies a 3% bed tax.
- The City of Kake levies a 1% raw fish tax.
- The City of Pelican levies a 10% bed tax.
- The City of Tenakee Springs levies a 6% bed tax.
- The City of Craig levies a 6% liquor tax and 6% raw fish tax.
- The City of Klawock levies a 6% bed tax.
- The City of Port Alexander levies a 6% bed tax.
- The City of Cordova levies a 6% bed tax and a 6% auto rental tax.
- The City of Valdez levies a 6% bed tax.
- The City of Whittier levies a fish tax and passenger transportation tax.
- The City of Petersburg levies a 4% bed tax.
- The City of Wrangell levies a \$4/night bed tax.

The following table lists the total 2002 revenue – both in total and per capita terms – from the targeted taxes levied by the thirteen cities as noted above.

Area	Total Revenues	Per Capita Revenues
Aleutians West Model Borough		
Unalaska	\$3,453,973	\$806
Prince William Sound Model Borough		
Cordova	\$67,479	\$27
Valdez	\$296,162	\$73
Whittier	\$178,895	\$983
Glacier Bay Model Borough		
Pelican	\$3,594	\$22
Tenakee Springs	\$1,122	\$11
Chatham Model Borough		
Angoon	\$9,244	\$16
Kake	\$106,354	\$150
Prince of Wales Island Model Borough		
Craig	\$85,409	\$61
Klawock	\$3,612	\$4
Port Alexander	\$1,611	\$20
Wrangell-Petersburg Model Borough		
Petersburg	\$38,529	\$12
Wrangell	\$17,664	\$8

Other Sources of Locally Generated Revenue

In addition to taxes, local governments generate revenues through other means such as user fees and enterprise operations.

The following table summarizes other locally-generated revenues of Alaska's sixteen organized boroughs.

Borough	Licenses/ Permits	Service Charges	Enterprise Revenues	Other	Per Capita Total
Aleutians East Borough	\$0	\$0	\$0	\$1,510,596	\$560
Bristol Bay Borough	\$0	\$196,821	\$1,043,787	\$715,686	\$1,556
Juneau	\$4,415,504	\$4,121,087	\$45,699,121	\$6,130,058	\$1,966
Sitka	\$165,377	\$3,612,224	\$14,210,636	\$2,702,117	\$2,342
Yakutat	\$0	\$101,075	\$1,944,620	\$584,476	\$3,255
Denali Borough	\$0	\$0	\$31,581	\$98,091	\$69
Fairbanks North Star Borough	\$0	\$2,993,424	\$6,109,508	\$9,466,463	\$224
Haines Borough	\$0	\$0	\$0	\$1,190,275	\$498
Kenai Peninsula Borough	\$0	\$0	\$47,310,533	\$9,721,917	\$1,148
Ketchikan Gateway Borough	\$18,545	\$729,198	\$2,459,874	\$3,888,975	\$504
Kodiak Island Borough	\$0	\$2,746,742	\$2,672,960	\$6,965,159	\$890
Lake & Peninsula Borough	\$28,461	\$244,476	\$0	\$1,850,505	\$1,165
Matanuska-Susitna Borough	\$118,175	\$4,328,453	\$0	\$7,870,667	\$208
Anchorage	\$9,173,675	\$22,579,918	\$166,121,259	\$32,846,457	\$886
North Slope Borough	\$0	\$7,170,578	\$13,184,032	\$41,447,735	\$8,369
Northwest Arctic Borough	\$0	\$1,384,920	\$0	\$2,598,681	\$553

The following table summarizes other locally-generated revenues reported by cities within the eight unorganized areas under review.

Model Borough/City	Licenses/ Permits	Service Charges	Enterprise Revenues	Other	Per Capita Total
Aleutians West Model Borough					
Atka	\$0	\$0	\$0	\$76,358	\$771
Unalaska	\$22,018	\$586,947	\$11,955,169	\$2,351,981	\$3,483
Upper Tanana Basin Model Borough					
Delta Junction	\$0	\$207,808	\$0	\$413,261	\$692
Eagle	\$0	\$0	\$0	\$31,374	\$183
Prince William Sound Model Borough					
Cordova	\$12,897	\$598,429	\$5,555,351	\$922,938	\$2,889

Model Borough/City	Licenses/ Permits	Service Charges	Enterprise Revenues	Other	Per Capita Total
Valdez	\$94,858	\$5,918,614	\$449,368	\$1,445,387	\$1,852
Whittier	\$4,350	\$331,519	\$953,498	\$330,892	\$5,606
Glacier Bay Model Borough					
Hoonah	\$0	\$192,076	\$293,954	\$811,606	\$1,509
Pelican	\$20	\$64,801	\$15,305	\$222,486	\$2,242
Tenakee Springs	\$3,518	\$1,125	\$151,152	\$18,165	\$1,657
Chatham Model Borough					
Angoon	\$0	\$54,814	\$151,724	\$21,450	\$381
Kake	\$750	\$200,749	\$346,034	\$143,519	\$928
Prince of Wales Model Borough					
Coffman Cove	\$2,150	\$37,427	\$52,135	\$278,159	\$1,849
Craig	\$48,101	\$270,208	\$1,163,764	\$2,265,349	\$2,682
Hydaburg	\$0	\$98,853	\$115,865	\$208,510	\$1,088
Kasaan	\$0	\$27,885	\$48,027	\$27,236	\$2,344
Klawock	\$0	\$236,202	\$520,110	\$432,280	\$1,766
Port Alexander	\$0	\$0	\$0	\$8,526	\$95
Thorne Bay	\$8,826	\$23,435	\$772,925	\$135,760	\$1,560
Wrangell-Petersburg Model Borough					
Kupreanof	\$0	\$600	\$0	\$20,948	\$898
Petersburg	\$10,345	\$377,921	\$6,509,165	\$913,039	\$2,306
Wrangell	\$968	\$6,247,557	\$3,338,092	\$1,638,151	\$4,369

Subpart (b). State and Federal Aid

This portion of the report addresses various State and Federal financial aid provided to municipal governments.

Organization grants. AS 29.05.190 provides for organization grants to newly formed boroughs. The purpose of the grants is to defray the cost of transition to borough government and to provide for interim governmental operations. \$300,000 is awarded for the borough's first full or partial fiscal year; \$200,000 for the borough's second fiscal year; and \$100,000 for the borough's third fiscal year.

Education Foundation Funding. While borough governments exercise education powers, the State of Alaska provides a significant portion of their education funding. In FY 2002, the State of Alaska appropriated \$645,468,498 in education foundation funding for all school districts in the state.

The Alaska Department of Education and Early Development provided estimates of education foundation funding for each of the eight unorganized areas under

1 review based on FY 1999 funding. Those estimates are shown in the following
 2 table.
 3

Area	Basic Need	Local Effort (LE)	Deductible 874	Quality Schools	State Aid	Funding Floor	Entitlement
Aleutians West	\$5,182,991	\$1,525,966	\$127,925	\$21,048	\$3,550,148	\$593,808	\$4,143,956
Upper Tanana Basin	\$13,131,862	\$1,906,486	\$439,142	\$53,327	\$10,839,562	\$409,905	\$11,249,467
Copper River Basin	\$5,624,665	\$2,171,541	\$77,589	\$21,548	\$3,397,083	\$15,984	\$3,413,067
Prince William Sound	\$11,811,765	\$4,599,834	\$74,346	\$43,261	\$7,180,846	\$1,192,873	\$8,373,719
Glacier Bay	\$5,402,055	\$239,213	\$434,418	\$21,937	\$4,750,361	\$237,315	\$4,987,676
Chatham	\$3,110,236	\$150,359	\$398,518	\$12,630	\$2,573,989	\$71,296	\$2,645,285
Prince of Wales	\$7,980,391	\$711,393	\$217,386	\$32,408	\$7,084,020	\$351,121	\$7,435,141
Wrangell-Petersburg	\$8,029,405	\$1,599,076	\$180,382	\$32,607	\$6,282,554	\$71,296	\$6,353,850
Source: Alaska Department of Education and Early Development							

4

5 **Municipal Land Entitlement**

6

7 A newly formed borough is entitled to ten percent of the vacant, unreserved, and
 8 unappropriated State lands within the boundaries of the borough. The lands may
 9 be sold to generate revenues or used for any other purpose deemed suitable by
 10 the borough.

11

12 **State Revenue Sharing (SRS) Program.** This program is funded annually by
 13 the State Legislature. In FY 2002, SRS funding was \$12,855,200. SRS provides
 14 financial assistance to municipalities, eligible unincorporated communities, and
 15 eligible volunteer fire departments for public services such as education, water
 16 and sewer, police, road maintenance, health care and fire protection.

17

18 **National Forest Receipts.** Twenty-five percent of the income earned from U.S.
 19 Forest Service activities within the Chugach and Tongass National Forest is
 20 currently distributed to 9 boroughs, 17 cities, 4 REAAs, and the Metlakatla
 21 Reservation. Approximately \$9 million is available annually.

22

23 **Payment in Lieu of Taxes.** The federal PILT program provides payments to
 24 local governments that contain certain federally-owned lands known as
 25 "entitlement lands". PILT payments are intended to help offset losses in property
 26 taxes due to nontaxable federal lands within municipal boundaries. The U.S.
 27 Department of Interior administers PILT payments to boroughs, and DCED
 28 administers federal PILT payments to cities within the unorganized borough. In
 29 FY 2003, \$5,267,071 was provided to the unorganized borough.

30

31 **Safe Communities Program.** This program is funded annually by the state
 32 Legislature. In FY 2002, Safe Communities Program funding was \$16,775,500.
 33 Safe Communities Program funding can be used for any public purpose for which

1 the municipal government is authorized to expend funds. The intent of the
2 program, however, is to provide financial assistance to municipalities for public
3 services such as police and fire protection, emergency medical services, and
4 sanitation services.

5
6 **Fisheries Business Tax.** This program provides for an annual sharing of state
7 fisheries business license fees and taxes collected outside of municipal
8 boundaries by Department of Revenue to municipalities that can demonstrate
9 they suffered significant effects from fisheries business activities. In FY 1999,
10 \$1,208,039 was distributed to eligible municipalities.

11
12 **Fisheries Landing Tax.** This program provides for an annual sharing of state
13 fisheries landing taxes collected on floating fisheries outside of municipal
14 boundaries by Department of Revenue to municipalities that can demonstrate
15 they suffered significant effects from fisheries business activities.

16
17 **Alaska Coastal Management Program.** Approximately \$1 million in federal
18 funding is awarded annually to eligible "Coastal Districts" (municipalities and
19 Coastal Resource Services Areas) for coastal management activities and
20 community planning assistance. The amounts awarded annually range from
21 \$38,250 for large boroughs, to \$17,800 for small boroughs.

22
23 **Capital Matching Grants.** Annual grants are available to cities and boroughs
24 (and eligible unincorporated communities in the unorganized borough) for capital
25 projects. Funding is determined by the State Legislature; typically around \$15
26 million annually. The amount allocated to each community is based on
27 population, and ranges from \$25,000 to over \$500,000 annually.

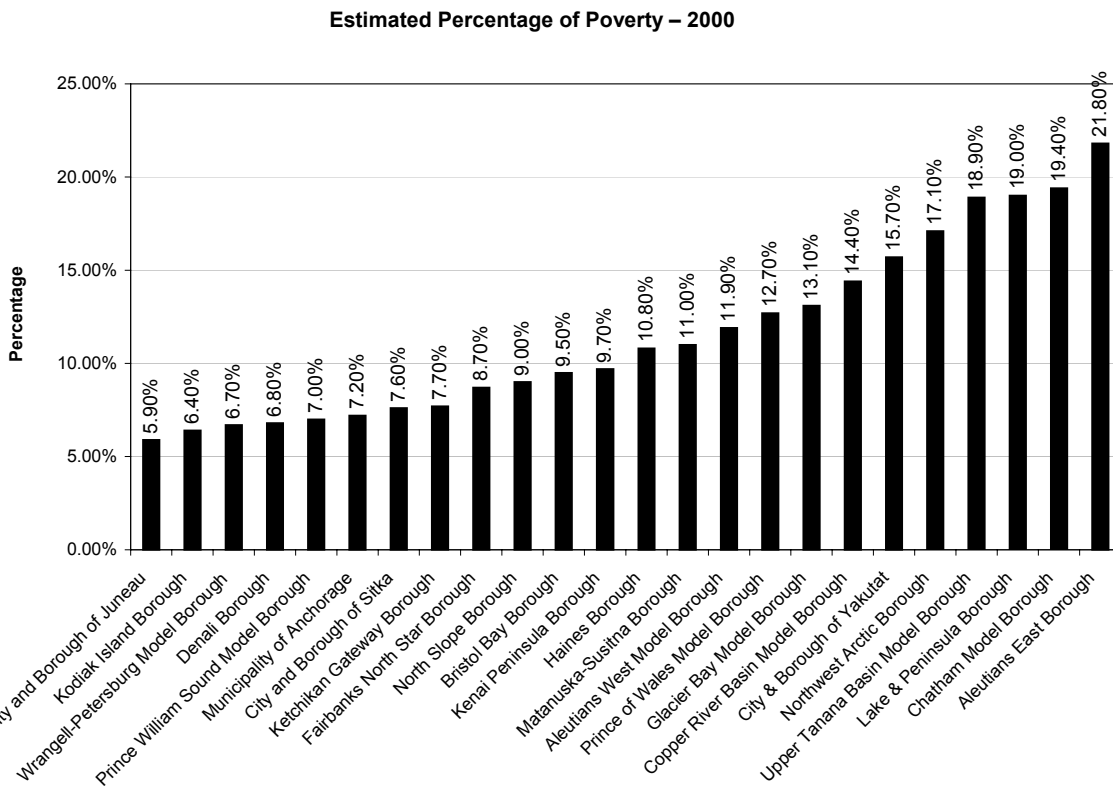
28 29 30 **Part 5. Ability to Generate and Collect Local Revenue**

31
32 Of course, many factors influence a borough's ability to generate and collect local
33 revenue. These include the existing revenues generated within the area, value
34 of taxable property, extent of taxable sales transactions, land use, development,
35 level of poverty, unemployment, percentage of adults not working, personal
36 income, and other factors.

37
38 Information regarding existing revenues within the eight unorganized areas under
39 review from local property taxes, sales taxes, other taxes, and other sources was
40 provided in Part 4 of this section of the report. Summary information about each
41 region's economic base and development, along with general information
42 concerning land ownership is provided in Part 6. Property valuations for each
43 region are provided in Part 7. Data concerning personal income in each region is
44 presented in Part 8. Other considerations are addressed in Part 9.

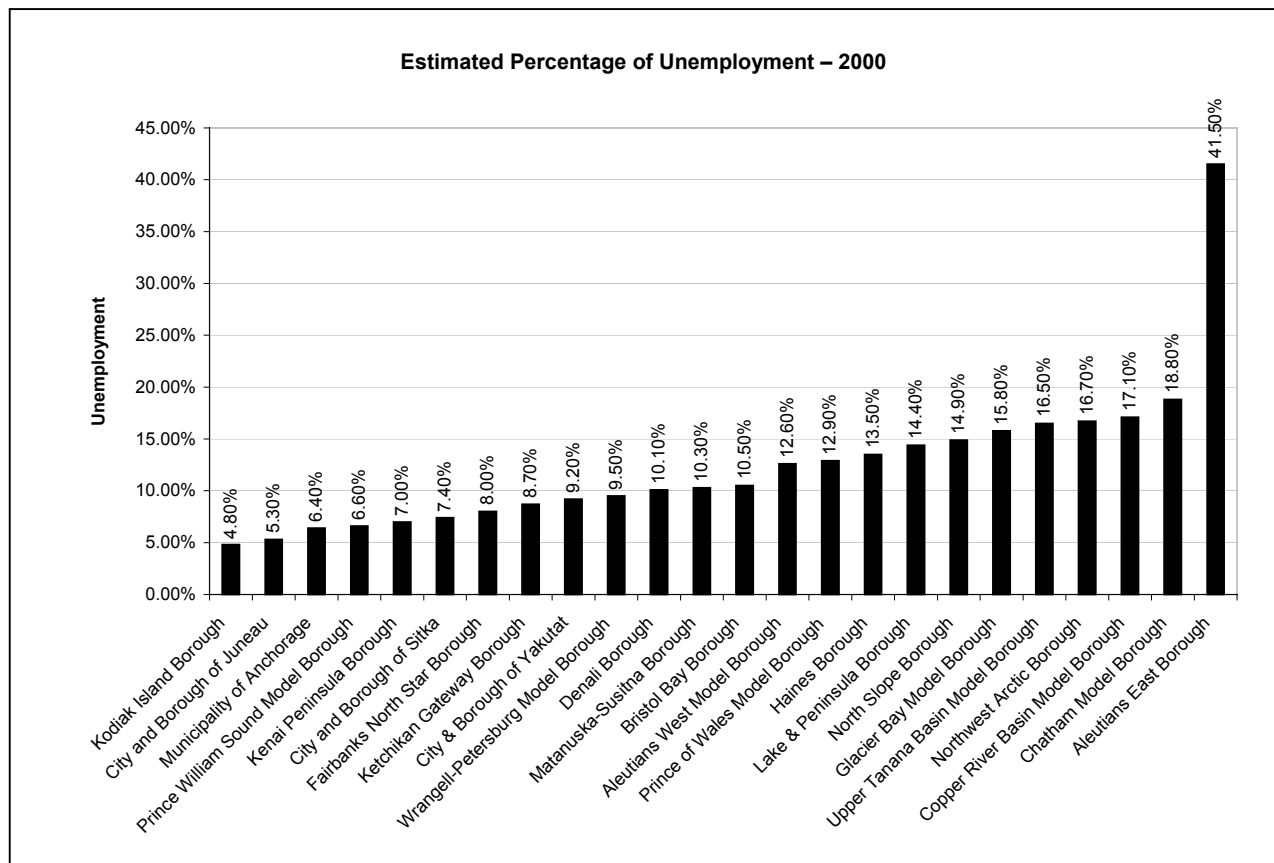
Although directly relevant to the ability of the borough to generate and collect local revenue, the information provided in those sections will not be repeated here to avoid redundancy. Information relevant to the topic presented in this section includes a review of poverty data, unemployment, and percentage of adults not working.

Poverty Level. The poverty levels of all eight unorganized regions under review are lower than at least one existing organized borough. The following chart reflects the estimated levels of poverty in the sixteen organized boroughs in Alaska and the eight unorganized areas reviewed under Chapter 53, SLA 2002.



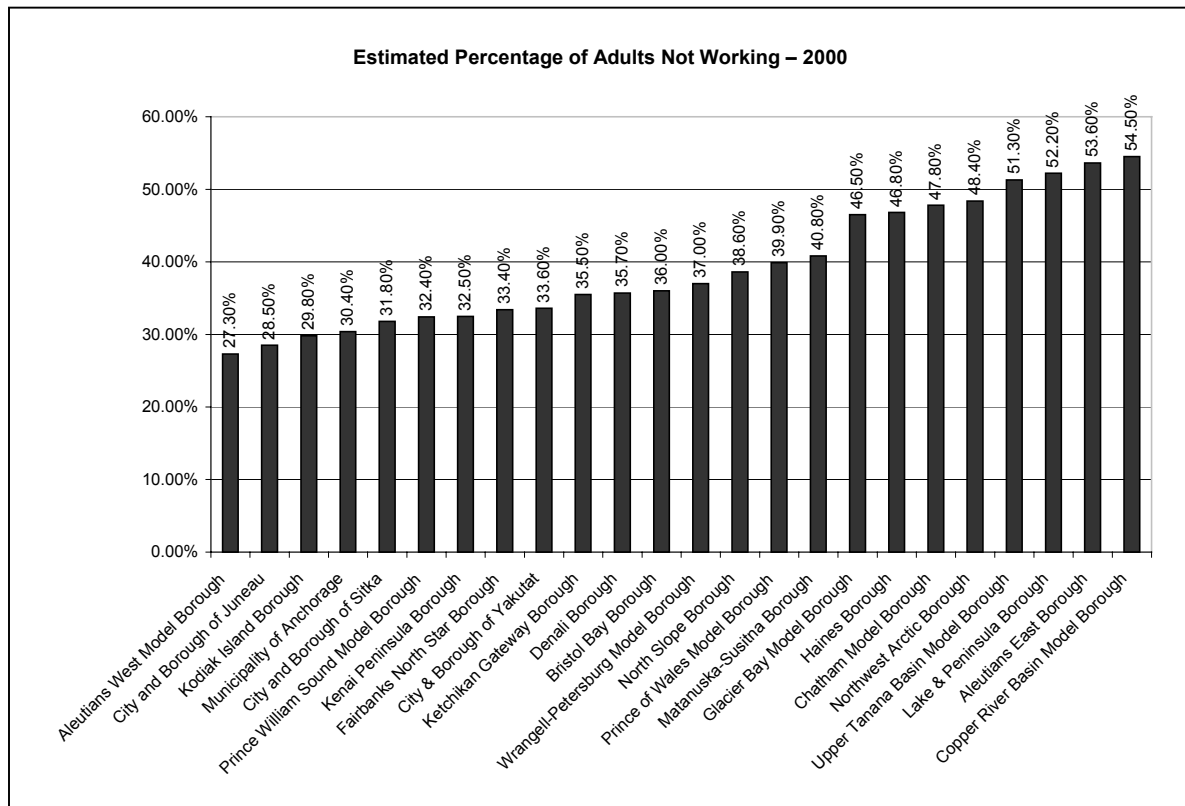
Unemployment. The percent of unemployment is a fundamental measure of the strength of the economic base of a region. All eight of the unorganized areas under review in this report had rates of unemployment lower than at least one organized borough. Six of the unorganized areas had double-digit rates of unemployment, as did fully half of the existing organized boroughs in Alaska.

The following chart reflects the unemployment rates for Alaska's organized boroughs and the eight unorganized areas under review.



1

2 **Percentage of Adults Not Working.** Another fundamental measure of the
 3 strength of the economy of a region is its estimated percentage of adults not
 4 working. Seven of the eight unorganized regions under review had lower
 5 percentages of adults not working compared to at least two organized boroughs.
 6 The exception was the Copper River Basin Model Borough, which had a level of
 7 adults not working that was 0.9 percentage points higher than the organized
 8 borough with the highest figure.



Part 6. Economic Base, Land Use, and Development

This part of the report presents an overview of land ownership in Alaska (subpart (a)). That is followed by a summary of the economic base, land use, and development within the eight unorganized areas under review (subparts (b)-(i)).⁸

Subpart (a). Land Ownership in Alaska

The particulars of land ownership in each of the eight unorganized areas were not explored for purposes of this review. However, the Commission is aware that a relatively low percentage of land in any organized or unorganized region of Alaska is privately owned, except for that which is owned by Native corporations. Even so, the amount of privately owned land per capita, not including Native

⁸ The regional summaries presented here are adapted from the Alaska Economic Information System provided by the Alaska Department of Community and Economic Development at: http://www.dced.state.ak.us/cbd/AEIS/AEIS_Home.htm The summaries of the economic base of the localities are adapted from the Alaska Community Data Base maintained by the Alaska Department of Community and Economic Development at: http://www.dced.state.ak.us/cbd/commdb/CF_CIS.htm.

1 corporate landholdings, is higher than for most states. The following general
2 characteristics of land ownership in Alaska are noted.⁹

3
4 The federal government is the largest single landowner in Alaska. It owns
5 approximately 222 million acres, or sixty percent of the state. The National Park
6 Service and U.S. Fish and Wildlife Service manage about 119.3 million acres
7 (48.3 million and 71.0 million acres respectively) for the primary uses of resource
8 protection and fish and wildlife conservation. The U.S. Forest Service and
9 Bureau of Land Management manage about 97.7 million acres (19.8 million and
10 77.9 million acres respectively) for multiple use purposes, including timber
11 production, fish and wildlife, recreation, water and mining. The remaining federal
12 land, comprising some 5 million acres, is designated for special purposes such
13 as military reservations, the National Petroleum Reserve and U.S. Postal Service
14 lands.

15
16 The State of Alaska is the second largest landowner in Alaska. It owns
17 approximately 90 million acres, and is entitled to receive an additional 15 million
18 acres from the federal government. State lands were chosen to meet three
19 specific needs – settlement, resources and recreation.

20
21 State settlement lands were selected to encourage development and settlement.
22 Land for public facilities, road construction and other public needs were included.
23 The State transfers large tracts of land to local governments, and leases and
24 disposes of land to the private sector. There are approximately 580,000 acres
25 currently in the state's land disposal bank for eventual lease or sale. Resource
26 lands were selected for agriculture, forestry, commercial fisheries, mining
27 potential, oil and gas development, and wildlife habitat. Recreation lands were
28 selected for wildlife, back-country recreation, and varying degrees and types of
29 developed recreation for Alaskans and the tourist industry.

30
31 Native lands are private lands. The Alaska Native Claims Settlement Act
32 (ANCSA), passed by Congress in 1971, mandated the creation of regional and
33 village Native corporations for the disbursement of the 44 million acres to Native
34 ownership. Thirteen regional corporations were created for the distribution of
35 ANSCA land. Twelve of those shared in selection of 16 million acres, the
36 thirteenth corporation, based in Seattle, received a cash settlement only. Two
37 hundred twenty-four village corporations, of 25 or more residents, shared 26
38 million acres. The remaining acres, which include historical sites and existing
39 native-owned lands, went into a land pool to provide land to small villages of less
40 than 25 people.

41

⁹ Source: *Land Ownership in Alaska*, Alaska Department of Natural Resources (March 2000).
http://www.dnr.state.ak.us/mlw/factsht/land_own.pdf

Land in private ownership (other than Native land) comprises less than one percent of the total land in Alaska. Much of the best land for development around Alaska's communities is, or will be, privately owned. Private land development meets people's needs by providing places to live, work, shop and recreate. It also provides a tax base for cities and communities to help support public services.

Subpart (b) Aleutians West Model Borough

The Aleutians West Model Borough extends westerly from the western boundary of the Aleutians East Borough to the end of the Aleutians Islands. The economic base of the region consists principally of commercial fishing and seafood processing.

Gross earnings in the region from commercial fishing declined dramatically from 1995 to 1998, then recovered in 1999. The recovery was due in part to a rapid expansion of the pollock fishery.

The region includes the nation's most productive commercial fishing port – Unalaska. However, much of the economic benefit of the commercial fishing activities in the region accrues to non-local residents. Crab, halibut, sablefish, and Pacific cod are the major fisheries. Atka and Nikolski belong to the Aleutian Pribilof Island Community Development Association, the local CDQ group. With small boats, the residents from those communities are able to harvest quotas of fish each year.

There is also a small tourism sector in the region. Guided sport fishing is the biggest visitor attraction of the area. The Unalaska Convention and Visitors Bureau reports that all the major communities of the region are interested in increasing tourism. Small communities in the region such as Nikolski and Atka are beginning to attract visitors. A new lodge in Nikolski plans to operate throughout the year with limited closures at regular intervals.

The Aleutians West Model Borough encompasses six localities. These are Adak (population 316); Atka (population 92); Attu Station (population 20); Nikolski (population 39); Shemya (population 27); and Unalaska (population 4,283). A brief description of land use and development in each of those localities follows:

Adak. A land exchange between Aleut Corporation and the federal government transferred most of the former naval facilities at Adak to the Aleut Corporation. A portion of the Island remains within the National Maritime National Wildlife Refuge, managed by U.S. Fish & Wildlife. Adak currently provides a fueling port and crew transfer facility for foreign fishing fleets – an airport, docks, housing facilities and food services are available. A grocery and ship supply store and

1 restaurant opened in February 1999. Aleut Corporation maintains the facilities.
2 Contractors are performing an environmental clean-up. Processing of Pacific
3 cod, pollock, mackerel, halibut, albacore and brown king crab occurs locally. Four
4 residents hold a commercial fishing permit, primarily for groundfish.

5
6 **Atka.** Atka's economy is based on subsistence living and wages earned from
7 the halibut fishery. A small local fish processing plant, Atka Pride Seafoods,
8 operates seasonally to serve the 45-boat local fleet. It currently processes halibut
9 and black cod. Nine residents hold commercial fishing permits. A number of
10 offshore fish processors carry out crew changes in Atka. Year-round income
11 opportunities in the village are limited to education and other government-related
12 work. A reindeer herd comprised of more than 2,500 animals provides a source
13 of meat.

14
15 **Attu.** Attu is a U.S. Coast Guard Station. It is located on the northeast coast of
16 Attu Island, in the Near Islands group, on the far western end of the Aleutian
17 Chain. All personnel at the Coast Guard station live in a group quarters facility.

18
19 **Nikolski.** Most Nikolski residents support themselves by working outside the
20 village at crab canneries and on processing ships. The lack of a harbor and dock
21 has limited fisheries-related activities. The village is interested in developing a
22 small value-added fish processing plant and a sport fishing lodge to attract
23 former residents who left Nikolski for economic reasons. A sport-fishing charter
24 boat was recently purchased by the Aleutian/Pribilof Island Community
25 Development Association. Some 4,000 to 7,000 sheep, as well as 300 head of
26 cattle and 30 horses graze over much of the island on which Nikolski is located.
27 Income is supplemented by subsistence activities, which provide a substantial
28 part of the villagers' diets. Salmon, halibut, seals and ducks are utilized.

29
30 **Shemya.** Shemya was developed during World War II as an Army Air base, and
31 became an Air Force intelligence site, Eareckson Air Force Station. At its peak,
32 the Station housed over 1,100 personnel. By 1980, the workforce had been
33 reduced to 600. The military facility at Shemya was closed in 1995; there is
34 currently a small group of caretakers residing on the Station.

35
36 **Unalaska.** Unalaska's economy is based on commercial fishing, fish processing,
37 and fleet services such as fuel, repairs and maintenance, trade and
38 transportation. The community enjoys a strategic position as the center of a rich
39 fishing area, and for transshipment of cargo between Pacific Rim trading
40 partners. The Great Circle shipping route from major West Coast ports to the
41 Pacific Rim passes within 50 miles of Unalaska, and Dutch Harbor provides a
42 natural protection for fishing vessels. In 2000, Unalaska landed \$124.9 million in
43 seafood. Onshore and offshore processors provide some local employment.
44 However, non-resident workers are usually brought in during the peak season.
45 50 residents hold commercial fishing permits. Westward Seafoods, Unisea and
46 Alyeska Seafoods process seafood in Unalaska. Rapid growth occurred between

1 1988 and 1992 as the pollock fishery developed; the economy has now
2 stabilized. Unalaska has a budding tourist industry and a new Convention and
3 Visitors Bureau.

4 5 **Subpart (h) Upper Tanana Basin Model Borough**

6
7 Summer highway traffic supports most of the seasonal employment
8 opportunities. Other seasonal jobs include fire fighting, construction, sled dog
9 breeding and the sale of furs and handicrafts. Employment is provided by federal
10 highway maintenance, schools, state government and small retail businesses.
11 Alyeska Pipeline Services is also a major employer. There are about 75 farms in
12 the area, producing grain, potatoes, dairy products, game and hogs. Subsistence
13 harvests provide essential food sources for many area residents.

14
15 The U.S. Army Corps of Engineers has recently begun preliminary construction
16 of test bed facilities at Fort Greely for a missile defense project. Details are
17 provided in the discussion of Delta Junction in this subpart. The national missile
18 defense construction is bringing significant federal expenditures to the area.

19
20 Another important prospective development in the region concerns the Pogo gold
21 project, approximately 38 miles northeast of Delta Junction. Teck Resources
22 Inc., proposes to develop an underground mine and surface mill designed to
23 operate at an initial capacity of approximately 2,500 tons per day. It is anticipated
24 that the operation would produce approximately 375,000 ounces of gold annually
25 at start-up, increasing to 500,000 oz annually with an eventual expansion of the
26 mill. It is estimated that the project would require 25 to 33 months to construct
27 and would have an operating life of approximately 12 years based on current ore
28 reserves. The capital cost of the project is estimated at \$200 million to \$250
29 million.

30
31 The Upper Tanana Basin Model Borough Boundaries encompass nineteen
32 settlements. These include Chicken (population 17); Alcan Border (population
33 21); Eagle (population 129); Dot Lake (population 19); Delta Junction (population
34 840); Tok (population 1,393); Deltana (population 1,570); Healy Lake (population
35 37); Northway Junction (population 72); Northway (population 95); Big Delta
36 (population 749); Eagle Village (population 68); Fort Greely (population 461);
37 Mentasta Lake (population 142); Northway Village (population 107); Tanacross
38 (population 140); Dry Creek (population 128); Dot Lake Village (population 38);
39 and Dot Lake (population 19).

40
41 **Chicken.** Chicken is located at Mile 66 of the Taylor Highway. Mining began in
42 the area with the discovery of gold on Franklin Gulch, in 1886. In 1896, a major
43 prospect was found on Upper Chicken Creek. Chicken (a common name for
44 Ptarmigan) grew as a hub of activity for the southern portion of the Fortymile
45 Mining District. Between 1896 and 1898, 700 miners were thought to be working
46 the area. Although many miners left during the Klondike Gold Rush of 1898,

1 Chicken remained a viable community. A post office was established in 1903 –
2 the population was then around 400. Today, the Chicken Creek Saloon is the
3 only business in the community.

4
5 Chicken is accessible by road only during summer months, from Tok, Alaska via
6 the Taylor Highway, or Dawson City in the Yukon Territory, via the Top of the
7 World Highway.

8
9 **Alcan Border.** Most Alcan area employment is provided by the Federal
10 government at the entry point into the U.S. and Alaska from Canada. Students
11 attend school in Northway or are home-schooled through correspondence study.

12
13 **Eagle.** The City of Eagle is located on the Taylor Highway 12 miles west of the
14 Alaska-Canadian border. Established as a log house trading station around
15 1874, it operated intermittently as a supply and trading center for miners. Today
16 the population is only 129. Retail businesses, the school, mining and seasonal
17 employment such as tourism and BLM fire-fighting provide the majority of
18 employment. Year-round earning opportunities are limited. Subsistence activities
19 provide some food sources.

20
21 **Eagle Village.** Three miles east of the City of Eagle is Eagle Village, a traditional
22 Han Kutchin Native village. Nearly all employment in Eagle Village is seasonal.
23 Subsistence activities provide the majority of food items. Poor fish returns during
24 recent years have significantly affected the community. The village has access
25 to the state road system and Canada during summer months via the Taylor and
26 Klondike Highways.

27
28 **Dot Lake.** Dot Lake lies along the Alaska Highway. Employment in the area is
29 limited to the Dot Lake Lodge, The Eagle Rest Motel, the school and clinic. One
30 resident holds a commercial fishing permit.

31
32 **Delta Junction.** Located at the intersection of the Richardson and Alaska
33 highways, Delta Junction is strategically placed to profit from the traffic of
34 travelers visiting Interior Alaska. The Fort Greely Army Base once provided about
35 half of the total employment in the community. Although the fort was closed due
36 to the restructuring of military bases in Alaska, the U.S. Army Corps of Engineers
37 has recently begun preliminary construction of test bed facilities at Fort Greely for
38 a missile defense project. Construction should be completed by 2004. The new
39 test facility will employ about 160 personnel when complete. To help Delta
40 Junction provide additional services, the Department of Defense is providing \$18
41 to \$20 million in federal impact funds. Other major employers are the
42 Delta/Greely School District and Alyeska Pipeline Services. Several state and
43 federal highway maintenance staff are located in Delta. There are also a number
44 of small businesses that provide a variety of services. Four residents hold
45 commercial fishing permits. Buffalo are hunted by lottery only; moose, caribou,
46 bear, sheep and waterfowl are also hunted in this area.

1
2 **Tok.** Tok is the transportation, business, service and government center for the
3 Upper Tanana region. Employment and business revenues peak in the summer
4 months, with the rush of RV travelers on the Alaska Highway. Sled dog breeding
5 and the sale of pelts add to the local economy. Four residents hold commercial
6 fishing permits. Subsistence and recreational activities are prevalent.
7

8 **Deltana.** Deltana is comprised of most of the Delta-Greely REAA that is located
9 outside the City of Delta Junction. Nearly 40,000 acres are farmed in the Delta
10 area, producing barley, other grains and forage, potatoes, dairy products, cattle
11 and hogs.
12

13 **Healy Lake.** Healy Lake includes a number of occasional-use homes.
14 Recreational use of Healy Lake is highest during summer months, attracting
15 Fairbanks residents. Four residents are employed in mining or delivery of
16 professional services. Others pursue subsistence activities.
17

18 **Northway Junction.** Most wage employment is with state highway maintenance
19 or services for highway travelers. A general store, motel, garage, and BLM fire
20 guard station provide limited employment. Fire fighting and construction jobs
21 bring seasonal income. Trapping also provides income, which is supplemented
22 by subsistence harvests.
23

24 **Northway.** Most wage employment is with facilities or services for the airport. An
25 FAA Flight Service Station and U.S. Customs office are located at the airport. A
26 motel, cafe, bar and pool hall, grocery store, and electric utility provide some
27 employment. Unemployment is relatively high, although fire fighting and
28 construction jobs bring seasonal income.
29

30 **Big Delta.** At the junction of the Delta and Tanana rivers lies the community of
31 Big Delta. This settlement developed in response to the construction of the
32 Alaska Highway, the Trans-Alaska Pipeline, homesteading and state-funded
33 agricultural projects. Many of the residents are part of a religious group called the
34 "Whitestone Farms". This group collects the assets and income of all the
35 individuals involved and pools them together for the good of the community.
36

37 Most local employment is provided by highway maintenance positions. Its
38 location along the Richardson Highway provides the opportunity to serve summer
39 tourist traffic. Agricultural activities also occur.
40

41 **Fort Greely.** Fort Greely is a 640,000 acre Army base located approximately 100
42 miles southeast of Fairbanks. From 1948 until closure in 2001 under the Base
43 Realignment and Closure Act, Fort Greely was the Northern Warfare Training
44 Center and the Cold Regions Test Center for the U.S. Army. Force reductions by
45 2001 virtually emptied the post. Fort Greely was selected as the site for national
46 missile defense system facilities. The new test facility will employ about 160

1 personnel when complete. To help Delta Junction provide additional services, the
2 Department of Defense is providing \$18 to \$20 million in federal impact funds.

3
4 **Mentasta Lake.** Subsistence hunting, fishing, trapping and gathering make up
5 much of the economy of Mentasta Lake. Cash employment is limited and
6 seasonal. One resident holds a commercial fishing permit.

7
8 **Northway Village.** The health clinic and other local services provide the only
9 employment opportunities in the village. Subsistence harvests supplement local
10 incomes.

11
12 **Tanacross.** Unemployment is high, but many residents are able to work during
13 the summer as emergency fire fighters for the BLM. Some people engage in
14 trapping or in making Native handicrafts to sell. Subsistence harvests
15 supplement local incomes. Whitefish, moose, porcupine, rabbit, ptarmigan, ducks
16 and geese are utilized. Caribou may be hunted by lottery permit. Some travel to
17 Copper River for salmon each summer.

18
19 **Dry Creek.** Many residents of Dry Creek are members of the communal
20 "Whitestone Farms" religious sect, who collectively pool assets and income.
21 Businesses owned by White Farms provide the majority of employment.
22 Agriculture provides income to the community.

23
24 **Dot Lake Village.** During construction of the Alaska Highway in 1942–43, a work
25 camp called Sears City was developed in the area. Several local residents
26 worked on the road project. After 1946, several families moved permanently to
27 Dot Lake from George Lake, Sam Lake and the Tanacross area. A post office
28 and school were built in the late 1940s. The Dot Lake Community Chapel was
29 built in 1949. A licensed children's home was built in the late 1950s. A new
30 children's home was built in 1967, but it was closed in the 1990s. Dot Lake
31 Village residents consider their community to be distinct from neighboring Dot
32 Lake.

33
34 **Tetlin.** The school, clinic, store and post office provide the only employment.
35 Many residents engage in trapping or making handicrafts for sale. Fire fighting for
36 BLM employs members of the community in the summer. Nearly all families
37 participate in subsistence activities throughout the year.

38 39 **Subpart (d) Copper River Basin Model Borough**

40
41 The Copper River Basin is located in the eastern portion of Southcentral Alaska
42 and encompasses 20,649 square miles. This region includes the Wrangell and
43 St. Elias mountain ranges, the upper Copper River drainage, and nine of the 16
44 highest mountain peaks in North America. Glennallen is the business hub of the
45 Copper River region. Employment is mostly associated with highway
46 maintenance, small retail stores, local community organizations, medical services

1 and schools. Local businesses primarily serve travelers along the Glenn
2 Highway, providing gasoline, supplies and services. Federal and State agencies,
3 including the Bureau of Land Management, the Alaska State Troopers, the
4 Department of Fish and Game, and a state highway maintenance crew are
5 located in Glennallen.

6
7 The Copper River Basin Model Borough encompasses eighteen localities.
8 These are Paxson (population 43); Tazlina (population 149); Silver Springs
9 (population 130); Copperville (population 179); Slana (population 124); Willow
10 Creek (population 201); Gakona (population 215); Glennallen (population 554);
11 McCarthy (population 42); Copper Center (population 362); Gulkana (population
12 88); Tonsina (population 92); Kenny Lake (population 410); Chistochina
13 (population 93); Mendeltna (population 63); Chitina (population 123); Nelchina
14 (population 71) and Tolsana (population 27). Brief descriptions of land use and
15 development in each of the Copper River Basin localities follows:

16
17 **Paxson.** Several residents of Paxson are State highway maintenance personnel
18 and their families. There is no local school. There are five lodges with
19 restaurants and bars in the area, several gift shops, a post office, gas station,
20 grocery store and bunk house. This area has been a testing site for
21 snowmachine companies for the past several years. One resident holds a
22 commercial fishing permit.

23
24 **Tazlina.** Local businesses include a combined grocery, liquor, hardware, gas and
25 sporting goods store, a wholesale bread distributor, a freight service, and an RV
26 park. The Prince William Sound Community College, Division of Forestry, State
27 Highway Maintenance station, Division of State Parks, and Division of
28 Communications are located in the area. Some residents rely on subsistence
29 fishing and hunting.

30
31 **Silver Springs.** The economy is based on local services and businesses, the
32 National Park offices, and highway-related tourism. Two RV Parks and three
33 river boat charter services operate from Copper Center. Many residents depend
34 on subsistence hunting, fishing, trapping and gathering.

35
36 **Copperville.** This community was developed during Trans-Alaska pipeline
37 construction. Residents are employed in government, schools, retail businesses
38 and other services along the Richardson Highway. Subsistence is important to
39 the community.

40
41 **Slana.** The nearby Nabesna Mine opened in 1923 and operated sporadically
42 through the late 1940s. The mine employed 60 people at its height. Slana
43 developed rapidly in the 1980s when homesteads were offered for settlement by
44 the federal government. The community is comprised primarily of homesteaders.
45 The last location of BLM's homesite program, individuals received 5 acres of free
46 land in Slana. A roadside lodge provides groceries, gas, liquor, an auto

1 mechanic and RV parking. Other local businesses include a general store, art
2 gallery, canoe rental, bed & breakfast, snowmachine sales and solar panel sales.
3 A National Park Ranger Station and state highway maintenance camp are
4 located nearby. Subsistence activities supplement income. Two residents hold
5 commercial fishing permits.

6
7 **Willow Creek.** The economy is based on local services and businesses, the
8 National Park offices, and highway-related tourism. Many residents depend on
9 subsistence hunting, fishing, trapping and gathering.

10
11 **Gakona.** Gakona depends upon local businesses and seasonal tourist travel.
12 There is a motel, restaurant, bar, newspaper print shop, sawmill and dog sled
13 maker in Gakona. Summers provide income for local fishing and hunting guides,
14 rafting operations and outfitters. Three residents hold commercial fishing permits.
15 Some residents rely on subsistence activities and trapping.

16
17 **Glennallen.** Glennallen is the business hub of the Copper River region. Local
18 businesses serve area communities and Glenn Highway traffic, providing
19 gasoline, supplies and services, schools and medical care. State highway
20 maintenance and federal offices are in Glennallen. A visitors' information center
21 and several RV parks serve independent travelers. The Wrangell St. Elias Visitor
22 Center and National Park Headquarters was recently completed. Unemployment
23 is low. Four residents hold commercial fishing permits. Offices for the Bureau of
24 Land Management, Alaska State Troopers, and the Dept. of Fish and Game are
25 located here. There are several small farms in the area.

26
27 **McCarthy.** The Kennecott copper mines and camp were established 1908
28 across from the Kennicott Glacier, 4.5 miles from McCarthy. Over its 30-year
29 operation, \$200 million in ore was extracted from Kennecott, the richest
30 concentration of copper ore known in the world. The mines closed in 1938 and
31 McCarthy was largely abandoned. The historic mine buildings and artifacts are a
32 summer tourism attraction. Employment is limited and seasonal. Local
33 businesses include lodges, a museum, a small store, gift shop, and guide
34 services.

35
36 **Copper Center.** The economy is based on local services and businesses, the
37 National Park offices, and highway-related tourism. The Copper Center Lodge is
38 on the National Register of Historic Roadhouses. Two RV Parks and three river
39 boat charter services operate from Copper Center. Many residents depend on
40 subsistence hunting, fishing, trapping and gathering. Eight residents hold
41 commercial fishing permits.

42
43 **Gulkana.** Residents of Gulkana engage in subsistence hunting, fishing, trapping
44 and gathering. Employment is limited to the village council and seasonal
45 construction. There are no businesses in the village. The Wrangell-St. Elias
46 National Park and Preserve provides some federal employment.

1
2 **Tonsina.** The 2000 census reported that eighteen individuals were employed at
3 Tonsina. Roadhouses, the Ernestine State Highway Maintenance camp, and
4 Alyeska Pipeline Pump Station 12 are the nearest employers. Subsistence
5 activities supplement income.
6

7 **Kenny Lake.** Agriculture in the area produces hay, vegetables and cattle. Local
8 employers include the REAA school, a sawmill and lumber business, a fur farm,
9 a feed and seed supplier, a glass company and a construction company. Several
10 residents are employed in North Slope petroleum production or support activities.
11 Tourism activities include horse backpacking trips.
12

13 **Chistochina.** Most cash employment in Chitochina is seasonal. Subsistence
14 hunting, fishing, trapping and gathering are the basis of the village's economy.
15

16 **Mendeltna.** The area offers a general store, a lodge, and air taxi services for fly-
17 in fishing and mountaineering, and a state highway maintenance station. The
18 largest RV campground in Alaska is located here, complete with showers,
19 cabins, restaurant and bar. A local farm raises cattle and hogs, and tests
20 varieties of seeds and grains for the Cooperative Extension Service. Seasonal
21 employment, coupled with subsistence harvests, supports many Mendeltna
22 residents.
23

24 **Chitina.** Employment is primarily with the village council, village corporation, or
25 the National Park Service. Many residents are self-employed or work in retail
26 establishments. The summer influx of fishermen, tourists and RV campers
27 provides some cash income in fish guiding and other services. Two residents
28 hold commercial fishing permits. Many villagers participate in subsistence
29 activities year-round.
30

31 **Nelchina.** The Little Nelchina State Recreation site at mile 137.6 offers camping
32 and a boat launch. The Nelchina Trail store and Cabins offers convenience items
33 and snowmachine support.
34

35 **Tolsona.** A roadhouse, liquor and convenience store, wilderness campground
36 and RV park are located in the area. Area lakes provide good trout fishing and
37 ice fishing for burbot in winter.
38

39 **Subpart (g) Prince William Sound Model Borough**

40

41 The economy in the Prince William Sound Model Borough boundaries is diverse
42 and dominated by oil and cargo shipping, and commercial fishing and seafood
43 processing. The region hosts the largest seaport in Alaska and has one of the
44 busiest commercial fisheries. Other economic opportunities are developing, such
45 as tourism, transportation and small retail and service sectors.
46

1 During the 1970s, construction of the Trans-Alaska oil pipeline terminal and other
2 cargo transportation facilities brought rapid growth to Valdez. In March 1989, it
3 was the center for the massive oil-spill cleanup after the "Exxon Valdez" disaster.

4
5 Before commercial fishing, the primary economy of Cordova belonged to mining
6 and oil. The Bonanza-Kennecott Mines yielded more than \$200 million in copper,
7 silver and gold. The Katalla oil field produced until it was destroyed by fire in
8 1933. Fishing became the economic base in the early 1940s. Today, Cordova
9 supports a large fishing fleet for Prince William Sound and several fish
10 processing plants. Nearly half of all households have someone working in
11 commercial harvesting or processing. Copper River red salmon, pink salmon,
12 herring, halibut, bottom fish and other fisheries are harvested.

13
14 The Prince William Sound Model Borough boundaries encompass five
15 settlements. These are Valdez (population 4,336); Whittier (population 182);
16 Cordova (population 2,454); Chenega Bay (population 86); and Tatitlek
17 (population 107).

18
19 **Valdez.** Valdez has the second highest municipal property tax base in Alaska. It
20 is the southern terminus and off-loading point of oil extracted from Prudhoe Bay
21 on the North Slope. Four of the top ten employers in Valdez are directly
22 connected to the oil terminus. Alyeska Pipeline Service Co. employs nearly 300
23 persons. Valdez is a major seaport, with a \$48 million cargo and container
24 facility. City, state, and federal agencies combined provide significant
25 employment. Seasonal commercial fishing and tourism have spurred the retail
26 and service sectors. 27 cruise ships docked in Valdez in 2002. Forty-two
27 residents hold commercial fishing permits. In 2000, gross fishing revenues of
28 residents exceeded \$1.6 million. Three fish processing plants operate in Valdez,
29 including Peter Pan and Seahawk Seafoods.

30
31 **Whittier.** Marine charters are available for Prince William Sound sightseeing.
32 Tour boats transfer visitors to and from Anchorage from Whittier by bus. Nine
33 residents hold commercial fishing permits.

34
35 **Cordova.** Cordova supports the Prince William Sound fishing fleet and several
36 fish processing plants. Nearly half of Cordova households have someone
37 working in commercial seafood harvesting or processing, with 343 residents
38 holding commercial fishing permits. Copper River red salmon, pink salmon,
39 herring, halibut, bottom fish and other fisheries are harvested. In 2000, the
40 estimated gross fishing earnings of Cordova residents neared \$20 million.
41 Tourism is on the increase; two cruise ship companies began docking in Cordova
42 in 1998. The largest employers are North Pacific Processors, Cordova School
43 District, hospital, City of Cordova, and Alaska Department of Transportation and
44 Public Facilities. The U.S. Forest Service and the U.S. Coast Guard maintain
45 personnel in Cordova. In 1989, the Prince William Sound Science Center was
46 established to study and monitor the ecosystem of the Sound.

Chenega Bay. Commercial fishing, a small oyster farming operation, and subsistence activities occur in Chenega. Three residents hold commercial fishing permits. Cash employment opportunities are very limited. In recent years, Chenega's population has fallen dramatically.

Tatitlek. Fish processing and oyster farming provide some employment in Tatitlek. Four residents hold commercial fishing permits. Subsistence activities provide the majority of food items. A coho salmon hatchery at Boulder Bay is nearing completion for subsistence use. A fish and game processing facility is under construction. A small community store has recently been opened.

Subpart (e) Glacier Bay Model Borough

The Glacier Bay model boundaries extend from northern Chichagof Island to Cape Fairweather. The economic base of the region includes fishing, logging and tourism. Hoonah is the largest Tlingit village in Alaska, located on the northeast shore of Chichagof Island. Hoonah's economy is influenced by commercial fishing, logging and subsistence activities. Pelican and Elfin Cove are involved in commercial fishing. In Tenakee, commercial fishing is a source of income and tourism is now growing with the 108-degree hot springs and kayaking as the primary tourism focus. Gustavus sits on the north shore of Icy Passage at the mouth of the Salmon River. Gustavus is primarily a tourist community, supported by the nearby Glacier Bay National Park. Regulations limit the number of boats entering Glacier Bay to protect the humpback whales and other marine mammals that frequent the area.

The Glacier Bay Model Borough Boundaries encompass six settlements. These are: Pelican (population 163); Whitestone Logging Camp (population 116); Gustavus (population 429); Tenakee Springs (population 104); Hoonah (population 860); Elfin Cove (population 32); and Game Creek (population 35). Brief descriptions of land use and development in each of the Glacier Bay Model Borough localities follows:

Pelican. Commercial fishing and seafood processing are the mainstays of Pelican's economy. 41 residents hold commercial fishing permits. Most employment occurs at Pelican Seafoods, which also owns the electric utility, a fuel company and store. In February 1996, the plant was closed. It was subsequently purchased by Kake Tribal Corp. and re-opened during the summer of 1996, employing over 60 persons during the peak season. The plant processes salmon, halibut, sablefish, rockfish, and dungeness crab.

Whitestone Logging Camp. Whitestone is a working logging camp near the City of Hoonah. Whitestone Logging is Sealaska Corporation's timber contractor in the Hoonah area. About 22 million board feet of timber were harvested in the Whitestone area during 2000.

Gustavus. Gustavus has a number of seasonal-use homes for Juneau residents. The nearby Glacier Bay Park is a major recreation and tourist attraction in Southeast.

Gustavus has a seasonal economy. Glacier Bay National Park, located northwest of Gustavus attracts thousands of tourists during summer months. Commercial fishing occurs, and 32 Gustavus residents hold commercial fishing permits. The lodge, airport, school, small businesses, and the Park Service offer employment.

Tenakee Springs. Tenakee Springs has long been considered a retirement community, though commercial fishing is an important source of income. Eighteen residents hold commercial fishing permits. Tourism is becoming increasingly important to the Tenakee Springs economy. The second class City of Tenakee, the REAA school and a store are the only local employers.

Hoonah. Fishing, logging and local government are mainstays of the economy, and Hoonah experiences a diverse economy with nearly full employment during the summer season. One hundred seventeen residents hold commercial fishing permits. In 2000, the estimated gross fishing earnings of residents exceeded \$1.5 million. Fish processing employment also occurs at Excursion Inlet Packing Co. and at the Hoonah Cold Storage plant. The Huna Totem Corp. owns a sort yard and timber transfer facility. Sealaska Timber Corp. activities employ 130 area residents through contracts with Whitestone Logging Inc. and Southeast Stevedoring. The City and School District are significant public-sector employers. Subsistence activities are important component of the lifestyle. Salmon, halibut, shellfish, deer, waterfowl and berries are harvested.

Elfin Cove. Elfin Cove is a fish-buying and supply center for fishermen. Residents participate in commercial fishing, sport fishing and charter services, so the economy is highly seasonal. Commercial fishing permits are held by 26 residents. Summer lodges and local retail businesses also provide employment.

Game Creek. Game Creek is a “Whitestone Farms” collective religious community. Residents are engaged in a variety of livelihoods, and pool resources for the benefit of the community. Hoonah, Pelican and Whitestone Logging Camp offer employment opportunities.

Subpart (c) Chatham Model Borough

The Chatham Model Borough encompasses three localities extending from the northwest Kupreanof Island to north Admiralty Island. These are Kake (population 710); Angoon (population 572); Cube Cove (population 72). The economy of the area is based upon commercial fishing, timber and tourism. However, most commercial timberland owned by village corporations has been harvested. In addition, a downturn in the Pacific Rim export timber markets has

1 slowed harvests of forestlands owned by the Sealaska Corp. The salmon fishery
2 of the region is strongly tied to the troll fleet. Reliance on salmon diminished
3 throughout the 1990s. Halibut earnings increased to become the most valuable
4 species in 1999. Sablefish is another valuable species for region fishermen, in
5 some years earning more than salmon throughout the decade. A brief description
6 of development and commercial activities in Chatham localities follows.

7
8 **Kake.** Kake is located on the northwest coast of Kupreanof Island. The largest
9 employers are the City of Kake, including the municipal school district, and the
10 logging industry. Fishing, seafood processing, and logging contribute
11 considerably to the economy. 67 residents hold commercial fishing permits.

12
13 The Kake Tribal Corporation owns the local cold storage plant, Ocean Fresh
14 Seafoods, and is the largest employer. The non-profit Gunnock Creek Hatchery
15 has assisted in sustaining the salmon fishery. Kake Fisheries employs 20 local
16 residents. Turn Mountain Timber, a joint venture between Whitestone Logging
17 and Kake Tribal Logging, employed 75 residents and harvested 27 million board
18 feet in the Kake area in 2000. Southeast Stevedoring, a Sealaska contractor,
19 employs another 63 at the log sort yard and transfer facility at Point McCarny.
20 Salmon, halibut, shellfish, deer, bear, waterfowl and berries are important
21 subsistence food sources.

22
23 **Angoon.** Commercial fishing is a major source of income; 56 residents hold
24 commercial fishing permits, primarily hand-trolling for king and coho salmon. A
25 shellfish farm was recently funded by state and federal grants. The Chatham
26 School District is the primary employer. Small-scale logging on Prince of Wales
27 Island provides occasional jobs.

28
29 **Cube Cove.** The Admiralty Island community was once known as Eight Fathom
30 Bight. The name Cube Cove was first reported in 1951 by the U.S. Geological
31 Survey. Cube Cove was an active logging camp for twenty years. However, the
32 Shee Atika Native Corporation, based in Sitka, has recently ceased logging
33 operations at that site. There is no longer a school at Cube Cove.

34 35 **Subpart (f) Prince of Wales Model Borough**

36
37 The Prince of Wales Model Borough boundaries include Prince of Wales Island
38 and the extreme southern portion of Baranof Island. Prince of Wales Island is
39 the third largest island in the United States. The Prince of Wales Model Borough
40 is within the Tongass National Forest – the nation's largest national forest,
41 covering 17 million acres.

42
43 All of these communities are located on a connecting body of water and share
44 many similar attributes with respect to their economic base. Many residents hunt
45 and practice subsistence fishing. The ferry and the developing road system are
46 slowly increasing in economic importance.

The fishing industry is very important for region's economy. Salmon, which is the most valuable regional fishery, has dropped in value over the last decade. In 1994, area fishermen earned \$6.4 million from salmon, but that figure dropped to \$3.3 million by 1997 and has continued to decline. Salmon hatcheries in all communities provide for jobs and help stabilize the resource. There has been little involvement by area residents in some of the more intensive fisheries like pollock and crab. Shellfish, primarily geoduck, cucumber and sea urchins from the growing regional dive fisheries, have emerged as a significant source of revenue.

Much of the timber that fueled the Southeast wood products industry over the past 50 years came from Prince of Wales Island. A substantial portion of the Ketchikan Pulp Company's contract with the U.S. Forest Service covered lands on northern Prince of Wales Island. Sealaska, the regional Native corporation, and a number of Native village corporations organized under the Alaska Native Claims Settlement Act received substantial commercial timberland holdings on Prince of Wales Island. Many of the small communities on the island started as Ketchikan Pulp Company logging camps. The closing of the Ketchikan Pulp Company in the mid-nineties left many island residents looking for new employment. Many families left the state. Others stayed and have started small-scale logging and manufacturing companies. The town of Thorne Bay in particular has a number of small sawmills specializing in cedar products and cutting "personal use" wood for island residents from U.S. Forest Service lands.

The Prince of Wales Model Borough Model Borough boundaries encompass thirteen localities. These are: Edna Bay (population 49); Whale Pass (population 58); Coffman Cove (population 199); Thorne Bay (population 557); Craig (population 1,397); Kasaan (population 39); Hollis (population 139); Naukati Bay (population 135); Port Alexander (population 81); Klawock (population 854); Point Baker (population 35); Port Protection (population 63); and Hydaburg (population 382).

Edna Bay. Edna Bay is a fishing community with 13 residents holding commercial fishing permits. A local sawmill and commercial fishing (power trolling) provide local employment. A fish buyer is located in the bay in the summer. The school was closed for the 2000 school year, due to declining enrollment.

Whale Pass. Logging operations, related services, and the school provide the only steady employment. Subsistence activities and public assistance payments supplement employment income.

Coffman Cove. Area logging for Ketchikan Pulp Co., a small lumber mill, logging support services, and the local school provide the majority of employment. Coffman Cove is one of the major log transfer sites on Prince of Wales

1 Island. Logs are tied together and towed to transshipment points for export.
2 Oyster farming also occurs in Coffman Cove. Five residents hold commercial
3 fishing permits. The City is conducting a study of the feasibility of a marine
4 commercial/industrial complex. Recreation includes hunting (bear and deer),
5 fishing, hiking and boating.
6

7 **Thorne Bay.** Employment is primarily related to the logging industry and U.S.
8 Forest Service management of the National Forest, with some commercial
9 fishing, tourism and government employment. Logging operations run full-scale
10 from March through October or November. Thorne Bay is one of the major log
11 transfer sites for Prince of Wales Island. To supplement their income, residents
12 fish and trap. Deer, salmon, halibut, shrimp and crab are popular food sources.
13 Commercial fishing permits are held by 22 Thorne Bay residents. Locals prefer to
14 purchase goods from Craig and Ketchikan.
15

16 **Craig.** The economy in Craig is based on the fishing industry, logging and
17 sawmill operations. A fish buying station and a major cold storage plant are
18 located in Craig. Commercial fishing permits are held by 200 residents. In 2000,
19 the estimated gross fishing earnings of residents exceeded \$2.6 million. Growth
20 has been due in part to the increased role of Craig as a service and
21 transportation center for the Prince of Wales Island communities. Shaan-Seet
22 Village Corporation timber operations, fishing, fish processing, government and
23 commercial services provide most employment. Deer, salmon, halibut, shrimp
24 and crab are harvested on recreational and subsistence basis.
25

26 **Kasaan.** The Kavalco Corporation has sold the village's timber rights. At this time,
27 unemployment is extremely high. One resident holds a commercial fishing
28 permit. Most residents participate in subsistence or recreational activities for food
29 sources, harvesting deer, salmon, halibut, shrimp and crab.
30

31 **Hollis.** In 1953, Hollis became a logging camp when a long-term timber contract
32 was enacted with Ketchikan Pulp Co. It served as the base for timber operations
33 on Prince of Wales Island until 1962, when the camp was moved 45 miles north
34 to Thorne Bay. The area was permanently settled by in recent years through a
35 State land disposal sale. Dock facilities at Hollis provide support for logging
36 operations and state ferry services. Although logging does not occur directly in
37 Hollis, support services for the logging industry, the U.S. Forest Service, and
38 work for the State Ferry provide local employment.
39

40 **Naukati Bay.** Naukati residents are logging families and homesteaders. Two
41 community non-profit associations have been organized for planning and local
42 issue purposes. Sawmills and related logging and lumber services provide
43 seasonal income sources. The Naukati logging camp is a log transfer site for
44 several smaller camps on the Island.
45

1 **Port Alexander.** Commercial fishing and subsistence uses of marine and forest
2 resources constitute the economic base. Commercial fishing permits are held by
3 35 residents. The City and post office also provide employment.

4
5 **Klawock.** The Klawock economy has been dependent on fishing and cannery
6 operations in the past, however the timber industry has become increasingly
7 important. Sealaska's logging operations through a contract with Shaan-Seet,
8 Inc. provide the largest employment. Around 250 residents are employed in
9 logging and ship-loading in the Klawock and Craig area. 47 residents hold
10 commercial fishing permits. The state operates a fish hatchery on Klawock Lake
11 that contributes to the local salmon population. Cannery operations were closed
12 in the late 1980s. City and School District employment are also significant.

13
14 **Point Baker.** The community has a dock and boat harbor, a State-owned
15 seaplane base and heliport. Twenty-seven Point Baker residents hold
16 commercial fishing permits; the majority are hand-trollers.

17
18 **Port Protection.** Port Protection is characterized by a seasonal economy with its
19 peak during the summer/fall fishing season. One resident holds a commercial
20 fishing permit. Year-round residents depend upon subsistence food sources such
21 as deer, salmon, halibut, shrimp and crab.

22
23 **Hydaburg.** Hydaburg has a fishing and timber-based economy. Thirty-nine
24 residents hold commercial fishing permits. The Haida Corp. owns a substantial
25 timber holding, although it suspended logging in 1985 due to a decline in the
26 timber market. The Corporation's log storage facility and sort yard are leased to
27 Sealaska Corp., where approximately 60 residents are employed with Southeast
28 Stevedoring part-time in shipping and loading timber. The City, Haida Corp. and
29 SEARHC are other leading employers. The community is interested in
30 developing a fish processing facility, a U.S. Forest Service Visitor Center,
31 specialty woodworking, and a mini-mall/retail center.

32 33 **Subpart (i) Wrangell-Petersburg Model Borough**

34
35 Most of the population in the Wrangell-Petersburg model boundaries is
36 concentrated in the communities of Wrangell and Petersburg. Communities in
37 the region depend on timber harvesting from the Tongass National Forest and
38 commercial fishing. Both Petersburg and Wrangell opted against overemphasis
39 on large cruise ship traffic in their town and choose to focus on independent
40 travelers. The timber industry was an important mainstay to Wrangell. However,
41 the Alaska Pulp Co. of Wrangell closed down in 1994.

42
43 Large scale commercial fishing and timber harvesting supported Wrangell into
44 the mid-1990s. Since then, the community has suffered downturns in both the
45 timber and commercial fishing industries. In 1994, a sawmill closed, forcing the
46 layoff of 225 mill workers or 20% of the work force at that time. A dive fishery is

1 under development – 60 divers harvest sea urchins, sea cucumbers and
2 geoducks. The Wrangell economy is still struggling and is looking to increased
3 tourism.

4
5 The Wrangell-Petersburg Model Borough encompasses four localities. These
6 are Kupreanof (population 23); Petersburg (population 3,224); Wrangell
7 (population 2,308); and Thom's Place (population 22). A brief description of land
8 use and development in each of those localities follows:

9
10 **Kupreanof.** Kupreanof was formerly known as West Petersburg. Most of
11 Kupreanof's working residents are self-employed. Some commute by boat to jobs
12 in Petersburg. Subsistence and recreational uses of resources around Kupreanof
13 supplement household incomes; deer, salmon, halibut, shrimp and crab are
14 favorites. The City has no paid staff, few services, and no public utilities.

15
16 **Petersburg.** Since its beginning, Petersburg's economy is based on commercial
17 fishing and timber harvests. Unlike many other communities in Southeast
18 Alaska, it has largely escaped the marked cycles of boom-and-bust. Petersburg
19 currently is one of the top-ranking ports in the U.S. for the quality and value of
20 fish landed. Commercial fishing permits are held by 469 Petersburg residents. In
21 2000, gross fishing revenues of residents of nearly \$22 million accrued to
22 Petersburg residents. Several processors operate cold storage, canneries and
23 custom packing services, employing over 1,100 people during the peak season.
24 The state runs the Crystal Lake Hatchery, which contributes to the local salmon
25 resource. Petersburg is the supply and service center for many area logging
26 camps. Sportsmen and tourists use the local charter boats and lodges, but there
27 is no deep water dock suitable for cruise ships.

28
29 **Wrangell.** Wrangell's economy is based on commercial fishing, fish processing,
30 and timber from the Tongass National Forest. 250 residents hold commercial
31 fishing permits. In 2000, gross fishing revenues of residents neared \$5 million. A
32 dive fishery is developing in the area. Wrangell area divers harvest sea urchins,
33 sea cucumbers and geoducks. Renewed gold mining activities in Stikine River
34 drainage has created an opportunity for Wrangell businesses to provide
35 transportation and staging services for mining operations. Wrangell offers a
36 deep-water port and serves both large and small cruise ships. Sports fishing in
37 the Stikine River also attracts tourists to Wrangell. Closure of the Alaska Pulp
38 Corporation sawmill in 1994 resulted in loss of employment of approximately 225
39 mill workers and loggers. The mill was sold to Silver Bay Logging, and reopened
40 in April 1998 with 33 employees.

41
42 **Thom's Place.** The local economy is based on commercial fishing and timber
43 from the Tongass National Forest. The community is connected by road to
44 Wrangell.

Part 7. Property Valuations

Locally assessed values of taxable property throughout the entire unorganized borough do not exist. However, the State Assessor in the Department of Community and Economic Development prepared an estimate of the “full and true value” of taxable property¹⁰ in the unorganized borough as of January 1, 2001. Those estimates for the eight unorganized areas under review appear in the table below.

ESTIMATED 2001 FULL AND TRUE VALUE OF TAXABLE PROPERTY WITHIN MODEL BOROUGHES

Model Borough	Pop.	Value (excluding oil & gas properties)	Per Capita Value	Value of Oil & Gas Property	Total Value	Per Capita Value of all Taxable Property	Taxable Property Outside City School Districts (excluding oil & gas properties)
Aleutians West	4,490	\$409,791,066	\$91,267	\$0	\$409,791,066	\$91,267	\$14,601,366
Upper Tanana Basin	5,160	\$185,804,095	\$36,009	\$283,241,629	\$469,045,724	\$90,900	\$185,804,095
Copper River Basin	2,935	\$82,435,169	\$28,087	\$420,294,030	\$502,729,199	\$171,288	\$82,435,169
Prince William Sound	7,613	\$604,160,239	\$79,359	\$657,050,730	\$1,261,210,969	\$165,665	\$53,314,539
Glacier Bay	2,059	\$73,526,489	\$35,710	\$0	\$73,526,489	\$35,710	\$24,018,189
Chatham	1,594	\$35,908,397	\$22,527	\$0	\$35,908,397	\$22,527	\$18,092,997
Prince of Wales Island	5,290	\$219,272,784	\$41,450	\$0	\$219,272,784	\$41,450	\$75,334,584
Wrangell-Petersburg	6,352	\$166,797,574	\$26,259	\$0	\$166,797,574	\$26,259	\$0

Estimates from the State Assessor, Department of Community and Economic Development, based on information available in 2002. Populations do not match current estimates of Model Boroughs.

Included in the far-right column of the table above is information about the estimated value of taxable property in each model borough outside city school districts and excluding oil and gas property currently subject to state property taxes levied under AS 43.56. Those figures reflect the potential for local contributions in support of schools if boroughs are formed in the region.

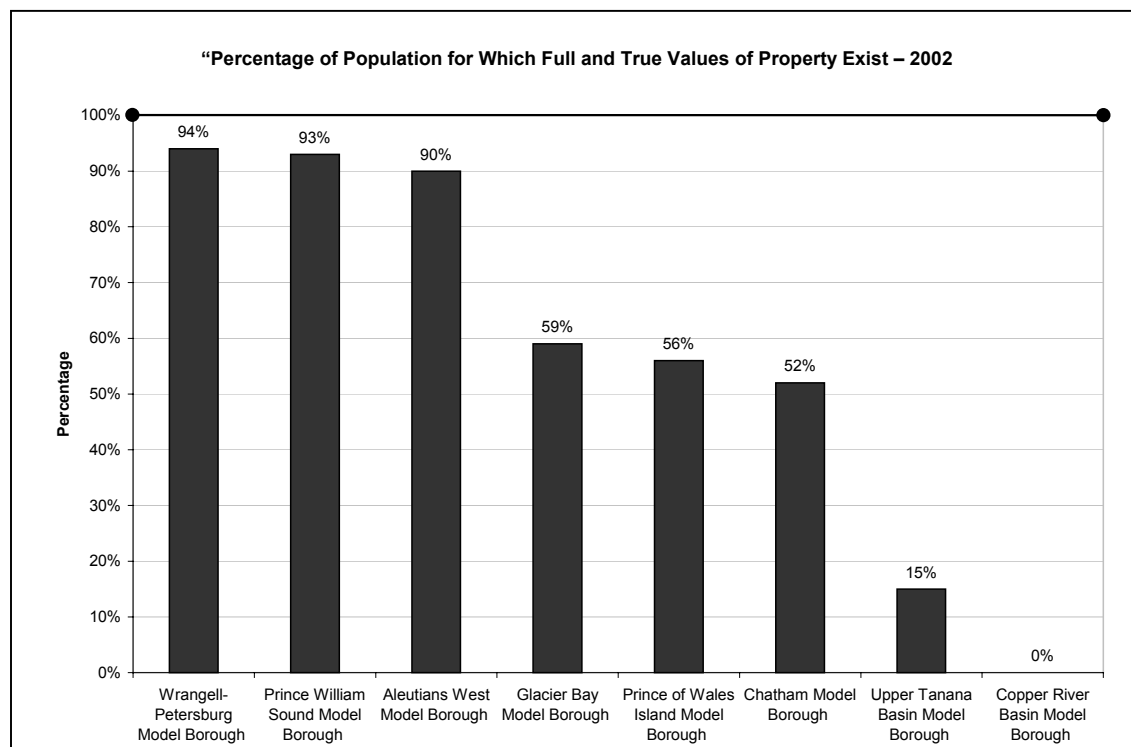
The Commission stresses that the 2001 full and true value estimates do not always reflect an accurate measure of the value of taxable property, particularly outside cities for which local assessment data are available. For example, the 2001 full and true value estimate for the Wrangell-Petersburg Model Borough in

¹⁰ AS 29.45.110 defines “full and true value” to mean, “The full and true value is the estimated price that the property would bring in an open market and under the then-prevailing market conditions in a sale between a willing seller and a willing buyer both conversant with the property and with prevailing general price levels.”

the table above is equal to the sum of the formal full and true value determination of the City of Wrangell and the City of Petersburg. The table indicates that the Wrangell-Petersburg model borough has no taxable value outside those two municipal school districts.

However, DCED estimates that the area of the Wrangell-Petersburg Model Borough outside the City of Wrangell and the City of Petersburg was inhabited by 361 people at the time of the last federal census. An ongoing borough study for the Wrangell-Petersburg Model Borough pegs the 2000 value of the Wrangell-Petersburg Model Borough outside the two city school districts at \$37,361,385.¹¹

The Commission also recognizes that the State Assessor makes annual formal determinations of the “full and true value” of taxable property in each organized borough, each home rule and first class city in the unorganized borough, and any other city that levies a property tax. Additionally, the State Assessor is required to formally determine the full and true value of taxable property in each second class city with a population of 750 or more persons at least once every three years. Consequently, formal full and true value figures exist for much of the populated portions of the unorganized borough.



For example, the State Assessor makes an annual determination of the full and true value of taxable property within the boundaries of the City of Cordova and the City of Valdez (both of which are home rule cities in the unorganized borough). A full value determination is also made annually for the City of Whittier (a second class city that levies a property tax). Collectively, Cordova, Valdez,

¹¹ *Analysis of Borough Options by Sheinberg Associates for the City of Petersburg*, January 2003.

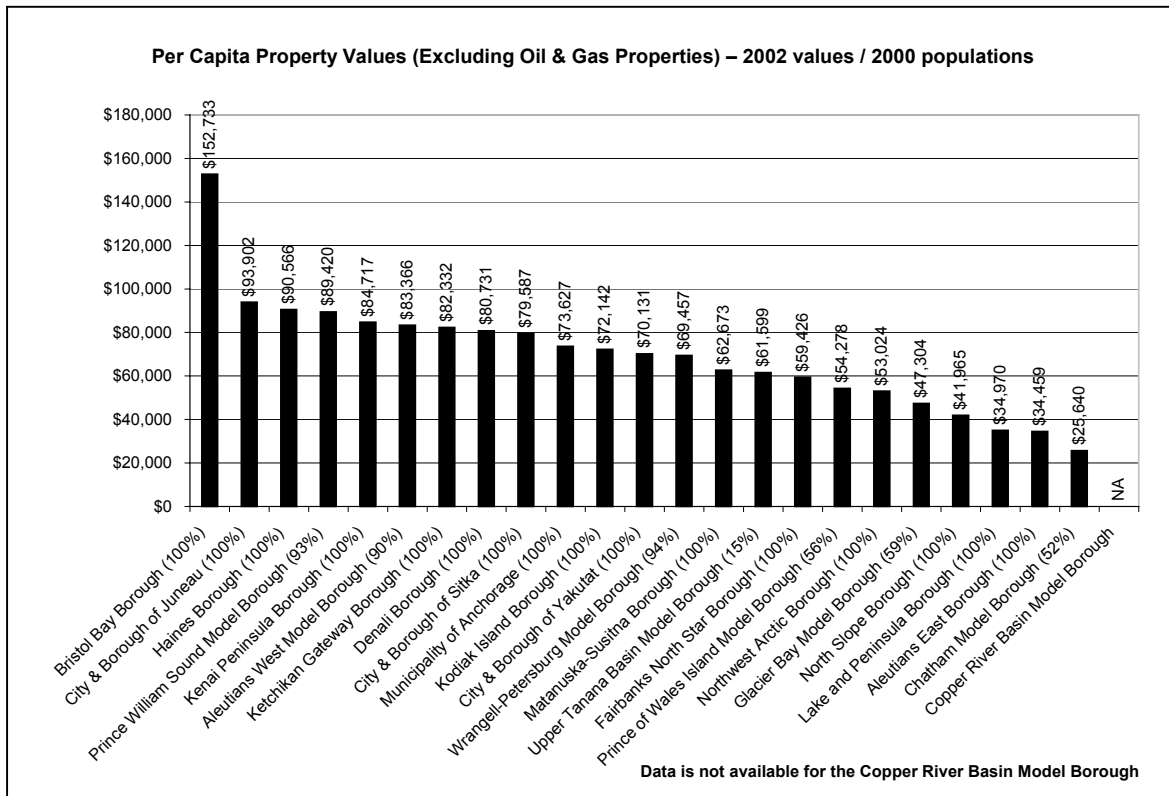
1 and Whittier comprise approximately 93% of the population of the Prince William
2 Sound Model Borough. Thus, reliable estimates of the value of taxable property
3 in communities inhabited by 93% of the population of the Prince William Sound
4 Model Borough exist. Estimates of the value of taxable property in the Prince
5 William Sound Model Borough outside the corporate boundaries of the City of
6 Valdez, City of Cordova, and City of Whittier, however, do not exist.

7 Current full and true value figures exist for inhabited portions of seven of the
8 eight unorganized areas under review in this report. The portions of the regions
9 for which such figures exist range from as much as 94% to as little as 15%
10 (based on percentage of the total population in the region) as shown in the
11 following chart.

12 The State Assessor estimates that the value of oil and gas properties in the
13 Copper River Basin Model Borough is currently \$437,105,800. The value of oil
14 and gas properties in the Upper Tanana is currently estimated to be
15 \$294,571,000.

16 Formal assessed value figures do not exist for any part of the Copper River
17 Basin Model Borough since that region has no city governments, let alone city
18 governments that levy property taxes. With the exception of the Copper River
19 Basin Model Borough and the Upper Tanana Basin Model Borough, formal full
20 and true value figures exist for more than half of the population of each
21 unorganized area. Thus, the figures for at least six of the eight regions should be
22 reasonable indicators of property values in those respective regions.

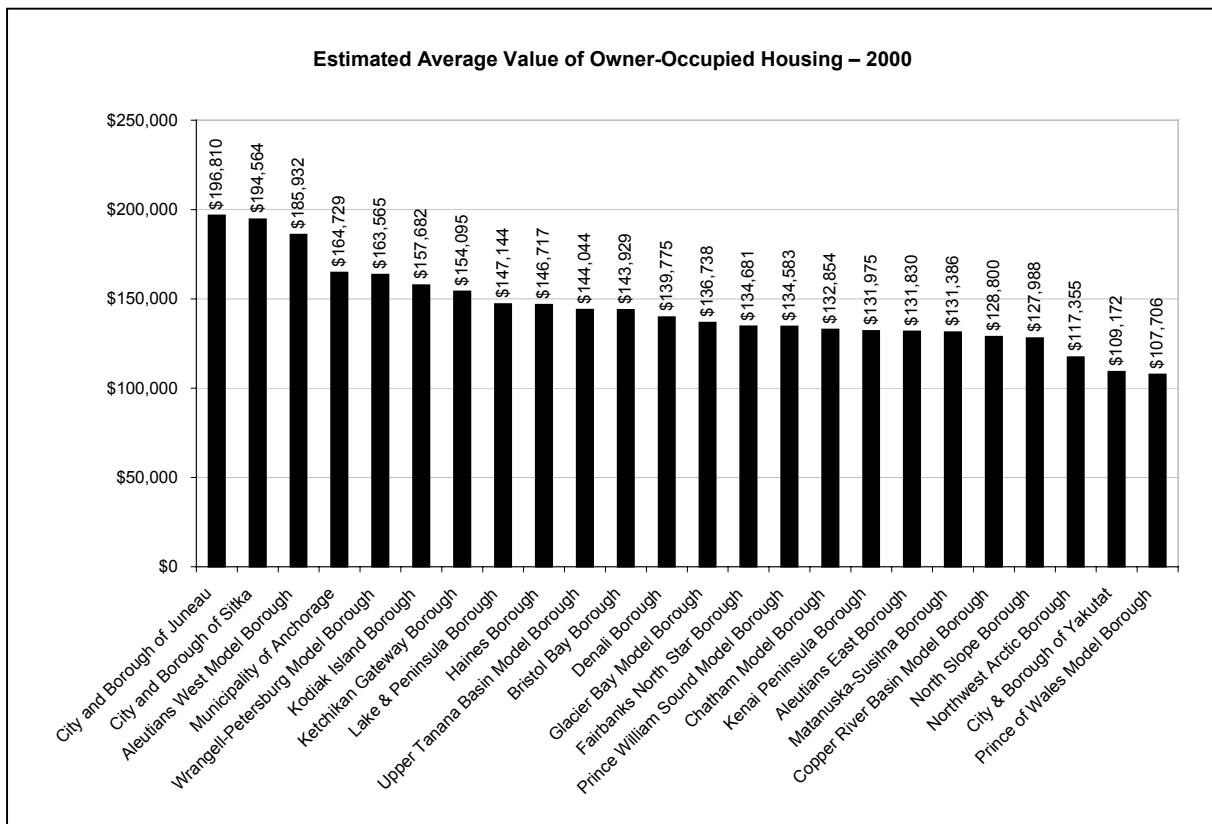
23 The following chart compares the 2002 full and true value of taxable property
24 (excluding oil and gas properties taxable under AS 43.56) on a per capita basis
25 (using 2000 census population figures). For the unorganized areas, the figures
26 shown in the chart represent the sum of the values for all cities reported in the
27 region divided by the sum of the population of those cities.
28



The estimated average value of owner-occupied housing reported in the 2000 federal census provides another measure of overall property valuations in a region.

Such values were higher at the time of the 2000 census in seven of the eight unorganized areas under review than they were in at least three organized boroughs. The exception is the Prince of Wales Model Borough, where the estimated average value of owner-occupied housing was 1.3% less than the figure for the lowest ranked organized borough.

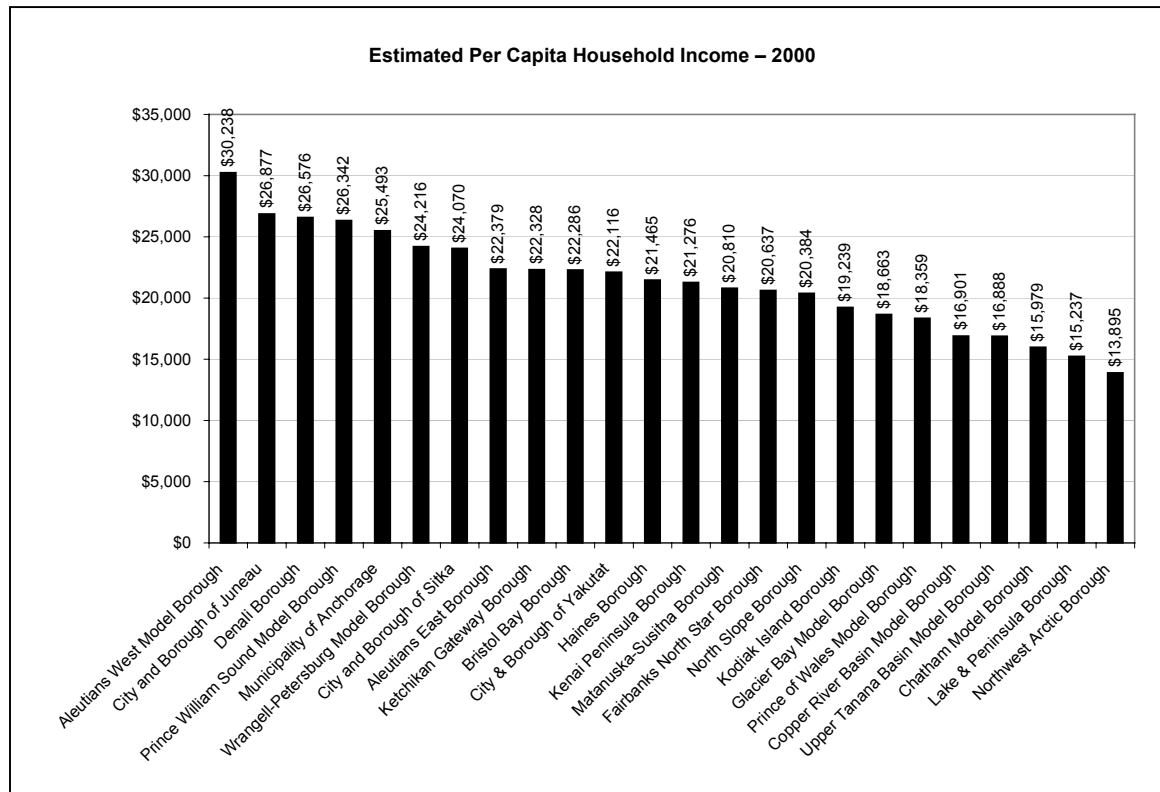
The following chart ranks the estimated average value of owner-occupied housing in Alaska's sixteen organized boroughs and the eight unorganized areas reviewed in this report.



Part 8. Personal Income

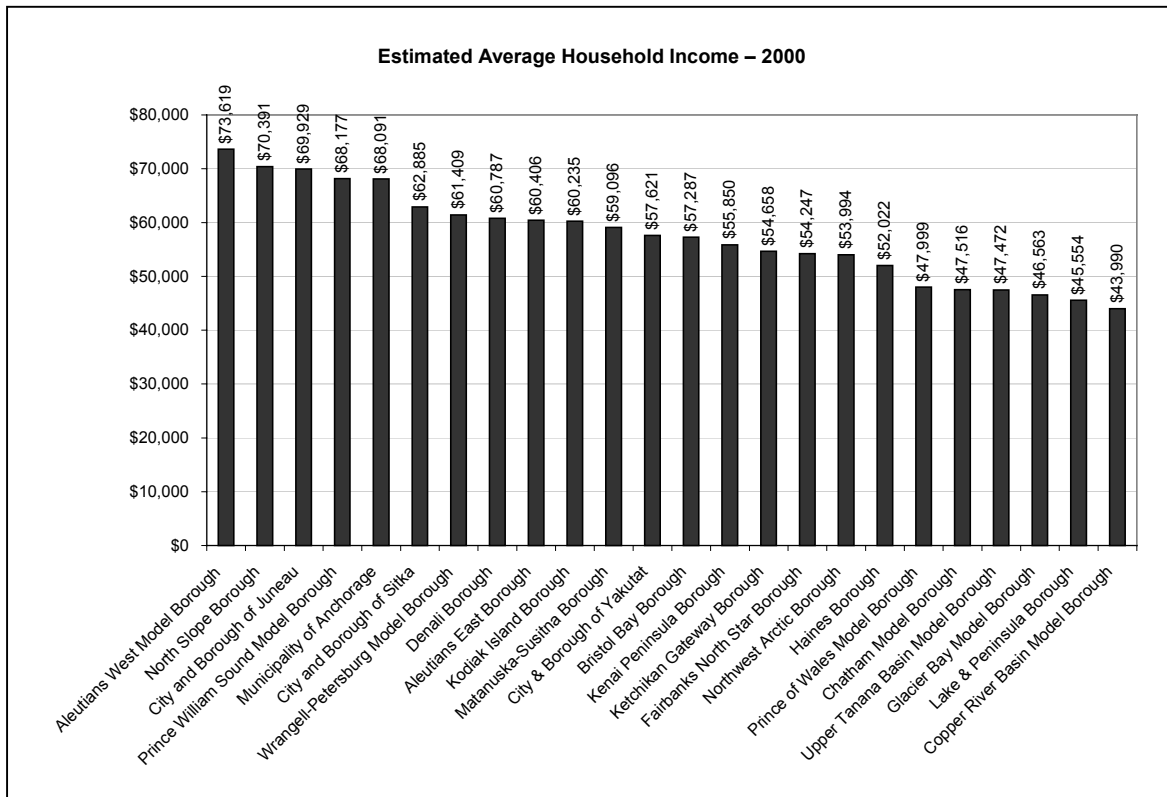
All eight unorganized areas under review have estimated per capita household incomes greater than at least two existing organized boroughs. The three top unorganized areas have estimated per capita household incomes exceeding thirteen of Alaska's sixteen organized boroughs.

The following chart reflects the estimated per capita household income of Alaska's organized boroughs and the eight unorganized areas under review.



Seven of the eight unorganized areas examined in this report have estimated average household incomes greater than at least one existing organized borough. The exception is the Copper River Basin, which has an estimated average household income slightly (3.4%) less than the lowest ranked organized borough. As was the case with the estimated per capita income figures, the three top unorganized areas have estimated average household incomes exceeding thirteen of Alaska's sixteen organized boroughs.

The following chart reflects the estimated average household income of Alaska's organized boroughs and the eight unorganized areas under review.



Part 9. Prior Borough Feasibility Studies

Since the late 1980s, borough financial feasibility studies have been conducted in all or parts of seven of the eight unorganized areas under review in this report. The exception is the Wrangell-Petersburg Model Borough. As noted in Part 7 of this section of the report, a study of a prospective Wrangell-Petersburg region borough is currently underway.

In the course of the examination outlined in this report, each member of the Local Boundary Commission was provided with a copy of those prior borough feasibility studies. Those studies consist of the following:

- *Forming Glacier Bay Borough and SB 48 – Report to the City of Hoonah*, Sheinberg Associates, January 2002.
- *Report on Senate Bill 30 and Formation of Glacier Bay Borough*, Sheinberg Associates, February 4, 1997.
- *Prince William Sound Borough Feasibility Study*, Community Planning, Northern Economics, ResourcEcon, and Darbyshire and Associates, June 1997.

- 1 ▪ *Prince William Sound Borough Government Feasibility Study*, Darbyshire &
2 Associates, April 1988.
- 3
- 4 ▪ *A Summary – Prince William Sound Borough Government Feasibility Study*,
5 Darbyshire & Associates, April 1988.
- 6
- 7 ▪ *Western Aleutians Borough Feasibility Study*, HDR Alaska, Inc., Kevin Waring
8 Associates, Northern Economics, June 1996.
- 9
- 10 ▪ *Aleutians West Borough Feasibility Study*, Department of Community and
11 Regional Affairs, August 1989.
- 12
- 13 ▪ *Copper River Basin Borough Feasibility Study*, Department of Community and
14 Regional Affairs, June 1989.
- 15
- 16 ▪ *Delta Greely Borough expenditure and revenue projections and related*
17 *information*, Department of Community and Regional Affairs, August 1997.
- 18
- 19 ▪ *Delta-Greely Borough Feasibility Study*, Department of Community and
20 Regional Affairs, June 1989.
- 21
- 22 ▪ *Chatham Region Borough Feasibility Study*, Department of Community and
23 Regional Affairs, August 1989.
- 24
- 25 ▪ *Report on Borough Organization in the Tanana Chiefs Region*, Tanana Chiefs
26 Conference, Inc., October 1989.
- 27
- 28

29 **Part 10. Conclusions Regarding Economic Capacity**

30

31 The Commission has reviewed and considered information in this report
32 concerning: (1) reasonably anticipated borough functions; (2) reasonably
33 anticipated borough expenses; (3) reasonably anticipated borough income; (4)
34 ability to generate and collect local revenue; (5) economic base of the regions,
35 land use, existing and reasonably anticipated industrial, commercial, and
36 resource development; (6) property valuations of the regions; (7) personal
37 income; and (8) prior borough feasibility studies.

38

39 Based on that information, the Commission concludes that each of the eight
40 unorganized areas under review in this report embraces the human and financial
41 resources capable of providing borough services. Thus, the standard set out in
42 AS 29.05.031(a)(3) is satisfied with respect to the eight unorganized areas in
43 question.

44

Further, the Commission also concludes that the economy of each of the eight unorganized areas under review here includes the human and financial resources necessary to provide essential borough services on an efficient, cost-effective level. Thus, the standard set out in 3 AAC 110.055 is also satisfied with respect to the eight unorganized areas in question.

Section C. Population Size and Stability

Part 1. Population Size.

Part 2. Population Stability.

Part 3. Conclusions Concerning Population Size and Stability

As noted in Chapter 2, in order to satisfy the borough standards established in law, a region must have a population that is large and stable enough to support borough government (AS 29.05.031(a)(1) and 3 AAC 110.050(a)).¹² The law also creates a formal presumption that a region must have at least 1,000 residents to meet the size requirement (3 AAC 110.050(b)).¹³

Part 1 of this section of the report examines the size of the population of the eight unorganized areas under review. Part 2 reviews the stability of the population in each of those regions. Conclusions regarding the applicable population standards are offered in Part 3.

Part 1. Population Size

Subpart (a). Aleutians West Model Borough

Based on the 2000 federal census, 4,781 residents inhabit the Aleutians West Model Borough.

¹² AS 29.05.031(a) provides that, “An area that meets the following standards may incorporate as a home rule, first class, or second class borough, or as a unified municipality: (1) **the population** of the area is interrelated and integrated as to its social, cultural, and economic activities, and **is large and stable enough to support borough government**” (emphasis added). 3 AAC 110.050(a) states, “The population of a proposed borough must be sufficiently large and stable to support the proposed borough government. In this regard, the commission may consider relevant factors, including (1) total census enumerations; (2) durations of residency; (3) historical population patterns; (4) seasonal population changes; and (5) age distributions.”

¹³ 3 AAC 110.050(b) states, “Absent a specific and persuasive showing to the contrary, the commission will presume that the population is not large enough and stable enough to support the proposed borough government unless at least 1,000 permanent residents live in the proposed borough.”

The population of the region is concentrated at Unalaska, where ninety percent of its residents live. All but four of the remaining inhabitants of the region live in five other communities or settlements recognized by the U.S. Census Bureau.

The 2000 census population figures for the cities and “census designated places” in the Aleutians West Model Borough are listed in the table below.

ALEUTIANS WEST MODEL BOROUGH POPULATION	
City or Census Designated Place	2000 Census Population
Adak (formerly Adak Naval Air Station)	316
Atka	92
Attu (U.S. Coast Guard Station)	20
Nikolski	39
Shemya (formerly Eareckson Air Force Station)	27
Unalaska	4,283
Remainder of region	4
Total	4,781

The population of the Aleutians West Model Borough is nearly five times greater than the 1,000-person presumptive minimum threshold prescribed in the Alaska Administrative Code (3 AAC 110.050(b)).

More individuals inhabit the Aleutians West Model Borough than live in six of Alaska’s existing organized boroughs and four other model unorganized boroughs reviewed in this report. The population of the Aleutians West Model Borough is 77% greater than that of the adjoining Aleutians East Borough, which organized in 1987.

Subpart (g). Upper Tanana Basin Model Borough

According to the 2000 federal census, approximately 6,316 individuals live in the Upper Tanana Basin Model Borough.

Approximately 97% of the residents of the region live within nineteen recognized communities and settlements in the area. One-hundred seventy-three individuals lived elsewhere in the region.

The most populous recognized portion of the region is Deltana, a sprawling area that is recognized as a “census designated place.” The most populous indisputable community is Tok, which has 22% of the population of the entire region.

The 2000 census population figures for the cities and “census designated places” in the Upper Tanana Basin Model Borough are listed in the table below.

1

UPPER TANANA BASIN MODEL BOROUGH POPULATION	
City or Census Designated Place	2000 Census Population
Alcan Border	21
Big Delta	749
Chicken	17
Delta Junction	840
Deltana	1,570
Dot Lake	19
Dot Lake Village	38
Dry Creek	128
Eagle	129
Eagle Village	68
Fort Greely	461
Healy Lake	37
Mentasta Lake	142
Northway	95
Northway Junction	72
Northway Village	107
Tanacross	140
Tetlin	117
Tok	1,393
Remainder of region	173
Total	6,316

2

3 The population of the Upper Tanana Basin Model Borough is more than six times
 4 greater than the 1,000-person floor established in 3 AAC 110.050(b).

5

6 Nearly three and one-half times as many people live within the Upper Tanana
 7 Basin Model Borough compared to the adjoining Denali Borough. Among
 8 unorganized areas reviewed in this report, the Upper Tanana Basin Model
 9 Borough is second only to the Prince William Sound Model Borough in terms of
 10 population size. The Upper Tanana Basin Model Borough has more inhabitants
 11 than six organized boroughs and six other unorganized boroughs reviewed in this
 12 report.

13

14 **Subpart (c). Copper River Basin Model Borough**

15

16 DCED estimates that 3,089 individuals were living in the Copper River Basin
 17 Model Borough at the time of the 2000 census.

18

19 Of those, 2,966 (96%) lived within eighteen communities or settlements in the
 20 region recognized by the U.S. Census Bureau. The remaining 123 residents
 21 lived along the highways and roadways traversing the Copper River Basin Model
 22 Borough.

No community in the region is organized as a city government, although two have populations exceeding the threshold in law to incorporate a home rule city or first class city. The 2000 census population figures for the communities and “census designated places” in the Copper River Basin Model Borough are listed in the table below.

COPPER RIVER BASIN MODEL BOROUGH POPULATION	
Census Designated Place	2000 Census Population
Chistochina	93
Chitina	123
Copper Center	362
Copperville	179
Gakona	215
Glennallen	554
Gulkana	88
Kenny Lake	410
McCarthy	42
Mendeltna	63
Nelchina	71
Paxson	43
Silver Springs	130
Slana	124
Tazlina	149
Tolsona	27
Tonsina	92
Willow Creek	201
Remainder of region (including Chisana)	123
Total	3,089

The population of the Copper River Basin Model Borough is more than three times greater than the 1,000-person base prescribed by 3 AAC 110.050(b).

Six of Alaska’s existing organized boroughs and two other model unorganized boroughs reviewed in this report have lesser populations than the Copper River Basin Model Borough. The population of the Copper River Basin Model Borough is nearly 75% greater than that of the Denali Borough, which organized in 1990.

Subpart (f). Prince William Sound Model Borough

According to the 2000 federal census, 6,964 residents inhabit the Prince William Sound Model Borough.

The population of the Prince William Sound region is concentrated in two communities – Valdez and Cordova – which account for 93.2% of those who live in the area. 5.4% of the inhabitants of the region live in three other communities or settlements. The remaining 1.4% – 99 individuals – live elsewhere in the region.

The 2000 census population figures for the cities and “census designated places” in the Prince William Sound Model Borough are listed in the table below.

PRINCE WILLIAM SOUND MODEL BOROUGH POPULATION	
City or Census Designated Place	2000 Census Population
Chenega Bay (a.k.a. Chenega)	86
Cordova (includes Eyak)	2,454
Tatitlek	107
Valdez	4,036
Whittier	182
Remainder of region	99
Total	6,964

The population of the Prince William Sound Model Borough is nearly seven times greater than the 1,000-person threshold in 3 AAC 110.050(b).

Nearly as many residents live in the Prince William Sound Model Borough as live in the Northwest Arctic Borough, which incorporated in 1986. The Prince William Sound Model Borough is the most populous unorganized region examined in this report. Its population is greater than that of six organized boroughs and seven other unorganized boroughs reviewed here.

Subpart (d). Glacier Bay Model Borough

At the time of the 2000 census, an estimated 1,739 residents inhabited the Glacier Bay Model Borough.

There are seven recognized communities and settlements in the region. The most populous community, Hoonah, has 860 residents. Gustavus, the next most populous community, has half as many residents as Hoonah. Three settlements in the region have more than 100 but fewer than 165 inhabitants. The two remaining settlements have 35 or fewer residents.

The 2000 census population figures for the cities and “census designated places” in the Glacier Bay Model Borough are listed in the table below.

GLACIER BAY MODEL BOROUGH POPULATION	
City or Census Designated Place	2000 Census Population
Elfin Cove	32
Game Creek	35
Gustavus	429
Hoonah	860
Pelican	163
Tenakee Springs	104
Whitestone Logging Camp	116
Total	1,739

The population of the Glacier Bay Model Borough is nearly 75% greater than the 1,000-person presumptive minimum figure established in 3 AAC 110.050(b).

More individuals inhabit the Glacier Bay Model Borough than live in two of Alaska's existing organized boroughs and one other model unorganized borough reviewed in this report. For comparison purposes, the population of the adjoining Haines Borough is about 25% greater than that of the Glacier Bay Model Borough.

Subpart (b). Chatham Model Borough

The Chatham Model Borough is the least populous unorganized region reviewed in this report.

However, with an estimated 1,354 residents at the time of the 2000 census, the region still has a population greater than two existing organized boroughs. Specifically, the Chatham Model Borough's population at the time of the last census was nearly 8% greater than that of the Bristol Bay Borough and nearly 70% greater than that of the City and Borough of Yakutat.¹⁴

The U.S. Census Bureau recognized three communities or settlements in the Chatham Model Borough at the time of the last census. One was the logging camp at Cube Cove, which closed following the 2000 census.

The 2000 census population figures for the communities and "census designated places" in the Chatham Model Borough are listed in the table below.

¹⁴ It is noted, however, that both the Bristol Bay Borough and City and Borough of Yakutat have been criticized by some in the past as lacking the regional characteristics that are fundamental to borough governments.

1

CHATHAM MODEL BOROUGH POPULATION	
City or Census Designated Place	2000 Census Population
Angoon	572
Cube Cove	72
Kake	710
Total	1,354

2

3

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9

Reducing the region's population to reflect the closure of the Cube Cove logging camp leaves a population of 1,282. That figure is still nearly 30% greater than the 1,000-person threshold set out in the Commission's regulations (3 AAC 110.050(b)).

Subpart (e). Prince of Wales Model Borough

10

11

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13

Based on the 2000 census, 4,651 individuals live in the Prince of Wales Model Borough. That makes the region more populous than six organized boroughs and three other model unorganized boroughs reviewed in this report.

14

15

16

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19

Eighty-five percent of the residents of the region live in thirteen recognized communities or settlements. The most populous community in the Prince of Wales Model Borough is Craig, which encompasses approximately 30% of the residents of the region. The next largest community is Klawock, which has a population about 60% that of Craig.

20

21

22

23

An estimated 674 residents of the Prince of Wales Model Borough live outside the thirteen recognized communities and settlements. The 2000 census population figures for all the cities and "census designated places" in the Prince of Wales Model Borough are listed in the table below.

1

PRINCE OF WALES MODEL BOROUGH POPULATION	
City or Census Designated Place	2000 Census Population
Coffman Cove	199
Craig	1,397
Edna Bay	49
Hollis	139
Hydaburg	382
Kasaan	39
Klawock	854
Naukati Bay	135
Point Baker	35
Port Alexander	81
Port Protection	63
Thorne Bay	557
Whale Pass	58
Remainder of region	663
Total	4,651

2

3 Like the Aleutians West Model Borough, the population of the Prince of Wales
 4 Model Borough is nearly five times greater than the 1,000-person presumptive
 5 minimum threshold prescribed by 3 AAC 110.050(b). Its population is greater
 6 than six existing organized boroughs and three other model unorganized
 7 boroughs reviewed in this report.

8

9 **Subpart (h). Wrangell Petersburg Model Borough**

10

11 DCED estimates that at the time of the 2000 federal census, 5,893 residents
 12 inhabited the Wrangell-Petersburg Model Borough.

13

14 The population of the region is concentrated in two communities – Petersburg
 15 and Wrangell – which collectively account for nearly 95% of its residents. Less
 16 than 1% of the population of the Wrangell-Petersburg Model Borough lives in the
 17 small settlements of Kupreanof and Thom's Place. Most of the rest of the
 18 population, just over 4%, lives outside the formally established corporate
 19 boundaries of the City of Petersburg and the City of Wrangell.

20

21 The 2000 census population figures for the cities and "census designated places"
 22 in the Wrangell-Petersburg Model Borough are listed in the table below.

WRANGELL-PETERSBURG MODEL BOROUGH POPULATION	
City or Census Designated Place	2000 Census Population
Kupreanof	23
Petersburg	3,224
Thom's Place	22
Wrangell	2,308
Remainder of region	316
Total	5,893

The population of the Wrangell-Petersburg Model Borough is nearly six times greater than the 1,000-person threshold in the Alaska Administrative Code (3 AAC 110.050(b)).

More people live in the Wrangell-Petersburg Model Borough than live in six of Alaska's existing organized boroughs and five other unorganized boroughs reviewed in this report.

Part 2. Population Stability

Subpart (a). Aleutians West Model Borough

The population of cities and other formally recognized communities and settlements in the Aleutians West Model Borough grew from 5,380 in 1980 to 8,494 in 1990. That represented an expansion in those localities of 3,114, or 57.9% for the decade.

However, during the following decade, the number of residents of the communities and settlements in the region dropped by 3,740 (44%). The significant relative population loss stemmed from the closure of two substantial military facilities in the region.

The larger of the two facilities to close was the Adak Naval Air Station. In 1994, severe reductions occurred in the base operations at Adak. Consequently, family housing and schools on the base closed. Base operations ceased altogether in March 1997, which amounted to an estimated loss of 4,317 individuals at Adak.

The Aleut Corporation subsequently acquired the former military facilities at Adak under a land transfer agreement with the federal government. About 30 families with children relocated to Adak in September 1998. The community incorporated a second class city in April 2001.

Earekson Air Force Station at Shemya was the other major military facility in the region to close in the past decade. The Shemya facility closed in 1995, bringing

about an estimated population loss of 637. There is currently a small group of caretakers (20) residing at Earekson Air Force Station.

Excluding the effects of the closures of the two military facilities, the population in the Aleutians West region actually increased during the period from 1990 to 2000. The population of the region's largest community, Unalaska, grew from 3,089 to 4,283 during the 1990s. During the same period, the population of Atka increased from 73 to 92, while the population of Nikolski rose from 35 to 39.

The following table reports the populations for the communities and settlements in the Aleutians West Model Borough for 1980, 1990, and 2000. Information is also provided about the change – both in absolute and relative terms – in the population of each locality between 1980 and 1990 and between 1990 and 2000.

Aleutians West Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Adak	3,315	4,633	1,318	40%	316	-4,317	-93%
Atka	93	73	-20	-22%	92	19	26%
Attu	29	23	-6	-21%	20	-3	-13%
Nikolski	50	35	-15	-30%	39	4	11%
Shemya	600	664	64	11%	27	-637	-96%
Unalaska	1,322	3,089	1,767	134%	4,283	1,194	39%
Estimated Population for Aleutians West Region	5,380	8,494	3,114	57.9%	4,781	-3,713	-43.7%

Note: The sum of the populations for the localities does not equal the sum of the figures for the region as a whole since individuals live outside of localities defined by the U.S. Census Bureau.

Subpart (g). Upper Tanana Basin Model Borough.

In 1980, the U.S. Census Bureau formally recognized thirteen localities in the Upper Tanana Basin Model Borough. Those communities and settlements had a population of 4,186. DCED estimates that the population of the Upper Tanana Basin Model Borough outside the thirteen localities in 1980 was 1,549.¹⁵

¹⁵ The inhabited portion of the Upper Tanana Basin Model Borough corresponds roughly to the inhabited portion of the Southeast Fairbanks Census Area, plus Mentasta Lake. The population of the entire Southeast Fairbanks Census Area in 1980 was 5,676 + Mentasta 59 = 5,735. The total population of the localities in that region was 4,186. Thus, an estimated 1,561 individuals lived in the region, but outside the localities in 1980.

1 For purposes of the 1990 federal census three additional localities were
2 recognized in the region (Alcan Border, Dry Creek, and Northway Junction),
3 bringing the total number to sixteen. The population of the sixteen localities in
4 the region was 4,352 in 1990. DCED estimates that the population outside of the
5 fourteen communities was 1,657 in 1990.¹⁶ As a whole, the population of the
6 Upper Tanana Basin Model Borough increased by 274 (4.8%) between 1980 –
7 1990.

8
9 In 2000, the estimated population of the Upper Tanana Basin Model Borough
10 was 6,316. That figure represented an increase in the number of residents by
11 307 (5.1%) compared to the previous decade.

12
13 Double-digit percentage gains or losses were the norm in many communities and
14 settlements in the region during the past decade; however, many of these
15 changes are due to boundary revisions of localities in the 2000 Census.

16
17 Population figures of communities and settlements in the Upper Tanana Basin
18 Model Borough for 1980, 1990, and 2000 are shown in the following table.
19 Information is also provided about total and percentage changes in the
20 population for each locality in the region between 1980 – 1990 and between
21 1990 – 2000.

¹⁶ As indicated in the previous footnote, the inhabited portion of the Upper Tanana Basin Model Borough corresponds roughly to the inhabited portion of the Southeast Fairbanks Census Area, plus Mentasta Lake. The population of the Southeast Fairbanks Census Area in 1990 was 5,913 + Mentasta 96 = 6,009. The total population of the localities in that region was 4,352. Thus, an estimated 1,657 individuals lived in the region, but outside the localities in 199.

1

Upper Tanana Basin Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Alcan Border	NA	27	27		21	-6	-22%
Big Delta	285	400	115	40%	749	349	87%
Chicken	NA	NA			17	17	
Delta Junction	945	652	-293	-31%	840	188	29%
Deltana	NA	NA			1,570		
Dot Lake	67	70	3	4%	19	-51	-73%
Dot Lake Village	NA	NA			38		
Dry Creek	NA	106	106		128	22	21%
Eagle	110	168	58	53%	129	-39	-23%
Eagle Village	54	35	-19	-35%	68	33	94%
Fort Greely	1,635	1,299	-336	-21%	461	-838	-65%
Healy Lake	33	47	14	42%	37	-10	-21%
Mentasta Lake	59	96	37	63%	142	46	48%
Northway	73	123	50	68%	95	-28	-23%
Northway Junction	NA	88	88		72	-16	-18%
Northway Village	112	113	1	1%	107	-6	-5%
Tanacross	117	106	-11	-9%	140	34	32%
Tetlin	107	87	-20	-19%	117	30	34%
Tok	589	935	346	59%	1,393	458	49%
Estimated Population for Upper Tanana Basin	5,735	6,009	274	4.8%	6,316	307	5.1%
Note: The sum of the populations for the localities does not equal the sum of the figures for the region since some individuals live outside of the localities defined by the U.S. Census Bureau.							

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3

Subpart (c). Copper River Basin Model Borough

4

In 1980, the U.S. Census Bureau formally recognized eleven communities and settlements in the Copper River Basin. Those localities had a population of 1,280. DCED estimates that the population of the Copper River Basin Model Borough outside the eleven localities in 1980 was 1,382.¹⁷

8

9

For purposes of the 1990 federal census, three additional communities or localities in the region were recognized (Copperville, Kenny Lake, and Tazlina),

10

11

¹⁷ The population of the "Copper River Census Sub-Area" in 1980 of 2,721, less the population of Mentasta Lake (pop. 59, in Upper Tanana Model Borough), results in an estimated population figure for the total Copper River Model Borough of 2,662. 1,280 lived in localities in 1980, therefore 2,662 – 1,280 = 1,382 outside the eleven formally recognized localities in 1980.

1 bringing the total number to fourteen. The population of the fourteen localities in
2 the region was 2,163. DCED estimates that the population of the Copper River
3 Model Borough outside the fourteen communities and settlement was 504 in
4 1990.¹⁸

5
6 Changes in the population between 1980 – 1990 for the eleven localities
7 recognized during the 1980 census are shown in the table below. Changes in
8 the estimated population for the entire region between 1980 and 1990 are also
9 shown in the table below.

10
11 For purposes of the 2000 census, five new localities were formally recognized in
12 the region by the U.S. Census Bureau (Chisana, Nelchina, Silver Springs,
13 Tolsona, and Willow Creek). Recognition of the five new localities brought the
14 number in the region to nineteen. The total population of those nineteen
15 communities and settlements at the time of the last census was 2,966. The 2000
16 population of the region outside those localities was estimated to be 123.

17
18 Changes in the population between 1980 – 1990 – 2000 for the eleven localities
19 recognized at the time of the 1980 census are shown in the table below.
20 Additionally, changes in the population between 1990 – 2000 for the three
21 localities first recognized in 1990 are also reported in the table. Further, changes
22 in the estimated population for the entire region between 1980 and 2000 are also
23 shown in the table below.

¹⁸ The population of the “Copper River Census Sub-Area” in 1990 of 2,763, less the population of Mentasta Lake (pop. 96), results in an estimated population for the Copper River Model Borough of 2,667 in 1990. 2,163 lived in localities in 1990, therefore $2,667 - 2,163 = 504$ outside the fourteen formally recognized localities in 1990.

1

Copper River Basin Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Chisana	NA	NA			12		
Chistochina	55	60	5	9%	93	33	55%
Chitina	42	49	7	17%	123	74	151%
Copper Center	213	449	236	111%	362	-87	-19%
Copperville	NA	163	163		179	16	10%
Gakona	87	25	-62	-71%	215	190	760%
Glennallen	511	451	-60	-12%	554	103	23%
Gulkana	104	103	-1	-1%	88	-15	-15%
Kenny Lake	NA	423	423		410	-13	-3%
McCarthy	23	25	2	9%	42	17	68%
Mendeltna	31	37	6	19%	63	26	70%
Nelchina	NA	NA			71		
Paxson	30	30	0	0%	43	13	43%
Silver Springs	NA	NA			130		
Slana	49	63	14	29%	124	61	97%
Tazlina	NA	247	247		149	-98	-40%
Tolsona	NA	NA			27		
Tonsina	135	38	-97	-72%	92	54	142%
Willow Creek	NA	NA			201		
Estimated Population for Copper River Basin	2,662	2,667	5	0.1%	3,089	422	15.8%

Note: The sum of the populations for the localities does not equal the sum of the figures for the region as a whole since individuals live outside of localities defined by the U.S. Census Bureau.

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Subpart (e). Prince William Sound Model Borough

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In 1980, an estimated 5,627 individuals lived in the Prince William Sound Model Borough. Ten years later, the figure stood at 6,899, an increase of 1,272 (22.6%). During the 1990s, the population of the region increased by a modest 65 (0.9%).¹⁹

9

Double-digit percentage reductions in the populations of Tatitlek and Whittier occurred during the past decade. The population of Valdez, the region's largest community, declined very modestly. During the same period, the reported population of the area within the corporate boundaries of the City of Cordova increased substantially. That increase, in large measure, stems from a

15

¹⁹ For 1990, the population estimate is based on the sum of the Cordova Census Subarea and the Prince William Sound Census Subarea (less ships in port). In 2000, the population estimate is based on the Chugach Census Subarea.

significant expansion of the corporate boundaries of the City of Cordova in 1993, including Eyak.

Population figures of communities and settlements in the Prince William Sound Model Borough for 1980, 1990, and 2000 are shown in the following table. Information is also provided about total and percentage changes in the population for each locality in the region between 1980 – 1990 and between 1990 – 2000.

Prince William Sound Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Chenega Bay	NA	94	94		86	-8	-9%
Cordova	1,879	2,110	231	12%	2,454	344	16%
Eyak	47	172	125	266%	In City of Cordova		
Tatitlek	68	119	51	75%	107	-12	-10%
Valdez	3,079	4,068	989	32%	4,036	-32	-1%
Whittier	198	243	45	23%	182	-61	-25%
Estimated Population for Prince William Sound	5,627	6,899	1,272	22.6%	6,964	65	0.9%
Note: The sum of the populations for the localities does not equal the sum of the figures for the region as a whole since individuals live outside of localities defined by the U.S. Census Bureau.							

Subpart (d). Glacier Bay Model Borough

In 1980, the U.S. Census Bureau recognized five localities in the area that now comprises the Glacier Bay Model Borough. Those localities had a total population of 1,124.

At the time of the 1990 census, two additional localities were recognized (Game Creek and Whitestone Logging Camp). From 1980 – 1990, the population for the entire region increased by 527 (47%) to 1,651. In the ensuing decade, the population of the region increased again, this time by 88 (5%) to 1,739.

Significant relative reductions in the populations of Elfin Cove, Game Creek, Pelican, and Whitestone Logging Camp occurred between 1990 – 2000. The population of Gustavus, however, increased by two-thirds during the same time. Population tallies of communities and settlements in the Glacier Bay Model Borough and the region as a whole for 1980, 1990, and 2000 are shown in the following table. Information is also provided about total and percentage changes in the population for the localities and the region between 1980 – 1990 and between 1990 – 2000.

Glacier Bay Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Elfin Cove	28	57	29	104%	32	-25	-44%
Game Creek	NA	61	61		35	-26	-43%
Gustavus	98	258	160	163%	429	171	66%
Hoonah	680	795	115	17%	860	65	8%
Pelican	180	222	42	23%	163	-59	-27%
Tenakee Springs	138	94	-44	-32%	104	10	11%
Whitestone Logging Camp	NA	164	164		116	-48	-29%
Glacier Bay Region	1,124	1,651	527	46.9%	1,739	88	5.3%

Subpart (b). Chatham Model Borough

The number of residents of the Chatham Model Borough expanded from 1,020 in 1980 to 1,494 ten years later. That represented an increase of 474, or 46%. The increase stemmed in part from the opening of the Cube Cove logging camp. The populations of the two long-established communities in the region, Angoon and Kake, also increased.

In the following decade, however, there was a net decrease of 140 residents of the region (9%). The population of both Angoon and the Cube Cove logging camp declined during the 1990s, while the population of Kake increased slightly in the last decade. As noted previously, the Cube Cove logging camp closed after the 2000 census.

Even with the closure of the Cube Cove logging camp, the population of the region still increased from 1,020 in 1980 to 1,282 (more than 25%).

The following table lists the populations for the communities and settlements in the Chatham Model Borough for 1980, 1990, and 2000. Information is also provided about the absolute and relative change in the population of each city and census designated place during the same intervals.

1

Chatham Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Angoon	465	638	173	37%	572	-66	-10%
Kake	555	700	145	26%	710	10	1%
Cube Cove	0	156	156		72	-84	-54%
Total of Localities within the Chatham Region	1,020	1,494	474	46.5%	1,354	-140	-9.4%

2

3 **Subpart (f). Prince of Wales Model Borough**

4

5 In 1980, the U.S. Census Bureau formally recognized eleven communities and
6 settlements in the area that now comprise the Prince of Wales Model Borough.
7 Those localities had a population of 2,050. DCED estimates that the population
8 of the Prince of Wales Model Borough outside the eleven localities in 1980 was
9 525.²⁰

10

11 For purposes of the 1990 federal census, two additional communities or localities
12 in the region were recognized (Hollis and Naukat Bay), bringing the total number
13 to thirteen. The population of the thirteen localities in the region in 1990 was
14 3,760. DCED estimates that the population of the Prince of Wales Model
15 Borough outside the fourteen communities was 1,011 in 1990.²¹ As a whole, the
16 population within the Prince of Wales Model Borough increased by over 85%
17 between 1980 – 1990.

18

19 In 2000, the estimated population of the region was 4,651. That figure
20 represented a slight reduction in population over the previous decade (120
21 residents, or a 2.5% reduction).

22

23 Population figures for Prince of Wales Model Borough communities, settlements,
24 and the entire region for 1980, 1990, and 2000 are shown in the following table.

²⁰ The population of the "Prince of Wales-Outer Ketchikan Census Area," was 3,822 in 1980. Excluding the population of Metlakatla, Hyder, and Meyers Chuck (localities in that census area but outside the Prince of Wales Model Borough) results in an estimated population figure for the Prince of Wales Model Borough of 2,362. Of that, 312 lived outside the eleven formally recognized localities in the Prince of Wales Model Borough.

²¹ The population of the "Prince of Wales-Outer Ketchikan Census Area," was 6,278 in 1990. Excluding the population of Metlakatla, Hyder, and Meyers Chuck results in an estimated population figure for the Prince of Wales Model Borough of 4,678 for the region. Of that, 918 lived outside the eleven formally recognized localities in the Prince of Wales Model Borough.

Information is also provided about total and percentage changes in the population for the localities and the region between 1980 – 1990 and between 1990 – 2000.

Prince of Wales Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Coffman Cove	193	186	-7	-4%	199	13	7%
Craig	527	1,260	733	139%	1,397	137	11%
Edna Bay	6	86	80	1333%	49	-37	-43%
Hollis	NA	111	111		139	28	25%
Hydaburg	298	384	86	29%	382	-2	-1%
Kasaan	25	54	29	116%	39	-15	-28%
Klawock	318	722	404	127%	854	132	18%
Naukati Bay	NA	93	93		135	42	45%
Point Baker	90	39	-51	-57%	35	-4	-10%
Port Alexander	86	119	33	38%	81	-38	-32%
Port Protection	40	62	22	55%	63	1	2%
Thorne Bay	377	569	192	51%	557	-12	-2%
Whale Pass	90	75	-15	-17%	58	-17	-23%
Estimated Population for Prince of Wales	2,575	4,771	2,196	85.3%	4,651	-120	-2.5%
Note: The sum of the populations for the localities does not equal the sum of the figures for the region since some individuals live outside of the localities defined by the U.S. Census Bureau.							

Subpart (h). Wrangell-Petersburg Model Borough

In 1980, there were three recognized localities in the Wrangell-Petersburg Model Borough area. The population of those communities and settlements totaled 5,052. DCED estimates that the population of the entire Wrangell-Petersburg Model Borough area at the time was 5,526.²² Thus, an estimated 474 individuals lived within the region, but outside the recognized localities.

The population of the Wrangell-Petersburg Model Borough increased by an estimated 564 (10.2%) during the 1980s.²³ However, in the following decade, DCED estimates that the population declined by 197 (3.2%).²⁴

²² The population estimate reflects the population of the "Wrangell-Petersburg Census Area" (6,167), less the population for Kake (555) and Port Alexander (86).

²³ The population estimate of 6,090 reflects the population of the "Wrangell-Petersburg Census Area" (7,042), less the population for Kake (700), Port Alexander (119) and Rowan Bay (133).

Population figures of communities and settlements in the Wrangell-Petersburg Model Borough for 1980, 1990, and 2000 are shown in the following table. Information is also provided about total and percentage changes in the population for each locality and the region between 1980 - 1990 and between 1990 - 2000.

Wrangell-Petersburg Model Borough Population Trends – 1980-2000							
Locality	1980 Population	1990 Population	Absolute Change 1980-1990	Relative Change 1980-1990	2000 Population	Absolute Change 1990-2000	Relative Change 1990-2000
Kupreanof	47	23	-24	-51%	23	0	0%
Petersburg	2,821	3,207	386	14%	3,224	17	1%
Thom's Place	NA	NA			22		
Wrangell	2,184	2,479	295	14%	2,308	-171	-7%
Estimated Population for Wrangell- Petersburg	5,526	6,090	564	10.2%	5,893	-197	-3.2%
Note: The sum of the populations for the localities does not equal the sum of the figures for the region since some individuals live in the region but outside the localities.							

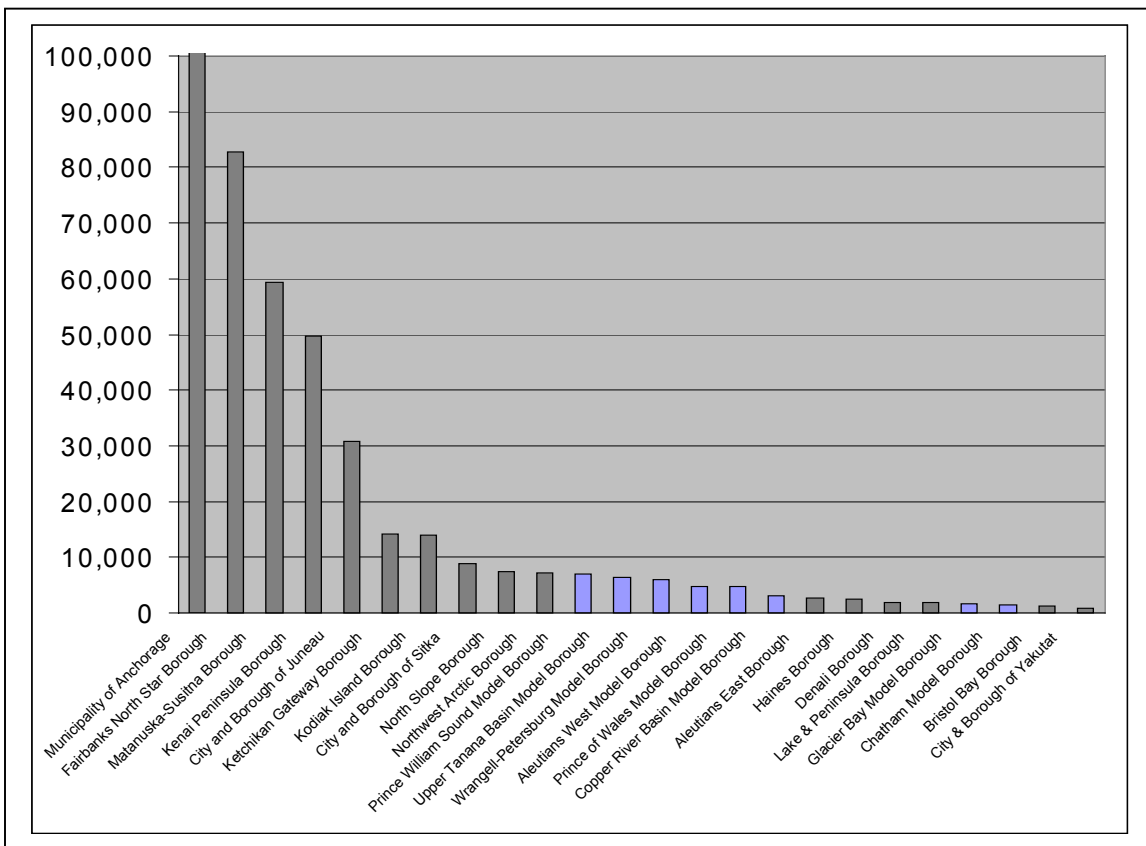
Part 3. Conclusions Concerning Population Size and Stability

At the time of the 2000 census, the eight unorganized areas under review in this report had populations ranging from 6,964 to 1,354. Thus, the population of each of those eight areas exceeding the 1,000-person presumptive minimum set out in 3 AAC 110.050(b). The unorganized area with the least population, the Chatham Model Borough, however, has since declined further because of the closure of the Cube Cove logging camp. If the populations of the other settlements in that region have remained stable since 2000, the population of the Chatham Model Borough now stands at approximately 1,282.

As shown in the table below, six of the unorganized areas reviewed in this report had populations exceeding those of nearly 40% of Alaska's existing organized boroughs. Each of the two least populated unorganized areas listed still had populations exceeding those of two existing organized boroughs.

²⁴ The population estimate of 5,893 reflects the population of the "Wrangell-Petersburg Census Area" (6,684), less the population for Kake (710) and Port Alexander (81). The Rowan Bay logging camp closed after the 1990 census.

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2

3 The least populous unorganized area reviewed, Chatham Model Borough, had
 4 316 students as of October 1, 2001.²⁵ Since then, the school at Cube Cove has
 5 closed. Thus, for purposes of this review, enrollment in the Chatham Model
 6 Borough is adjusted to 306. That figure is 22.4% greater than the 250-student
 7 minimum set by AS 14.12.025, as discussed in Chapter 2 Section D, Part 3(b) of
 8 this report.

²⁵ Angoon enrollment was 133, Kake enrollment was 173, and Cube Cove enrollment was 10.
 Source: <http://www.eed.state.ak.us/stats/SchoolEnrollment/2002SchoolEnrollment.pdf>

1

Comparison of Populations of Existing Organized Boroughs and the Eight Unorganized Regions Under Review

Municipality of Anchorage	260,283
Fairbanks North Star Borough	82,840
Matanuska-Susitna Borough	59,322
Kenai Peninsula Borough	49,691
City and Borough of Juneau	30,711
Ketchikan Gateway Borough	14,070
Kodiak Island Borough	13,913
City and Borough of Sitka	8,835
North Slope Borough	7,385
Northwest Arctic Borough	7,208
Prince William Sound Model Borough	6,964
Upper Tanana Basin Model Borough	6,316
Wrangell-Petersburg Model Borough	5,893
Aleutians West Model Borough	4,781
Prince of Wales Model Borough	4,651
Copper River Basin Model Borough	3,089
Aleutians East Borough	2,697
Haines Borough	2,392
Denali Borough	1,893
Lake & Peninsula Borough	1,823
Glacier Bay Model Borough	1,739
Chatham Model Borough	1,354
Bristol Bay Borough	1,257
City & Borough of Yakutat	808

2

3

4

Among the areas reviewed in this report, the population of the Aleutians West Model Borough has fluctuated most significantly over the past two decades. However, that fluctuation stems from the closure of major military facilities in the region during the 1990s. Other regions have been comparatively stable.

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Based on the foregoing, the Commission concludes that each of the eight unorganized areas under review in this report has a population that is large and stable enough to support borough government. Thus, the standards set out in AS 29.05.031(a)(1) and 3 AAC 110.050(a) are satisfied in the case of each of the eight unorganized regions addressed in this report.

13

14

Moreover, the population of each of the eight unorganized areas under review here exceeds the 1,000-person minimum established in 3 AAC 110.050(b). Therefore, that standard is satisfied as well.

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Section D. Regional Commonalities

- Part 1. Social, Cultural, and Economic Characteristics
- Part 2. Multiple Communities
- Part 3. Communications and Exchange
- Part 4. Natural Geography and Necessary Areas
- Part 5. Model Borough Boundaries
- Part 6. Regional Educational Attendance Area Boundaries
- Part 7. Contiguity and Totality
- Part 8. Overlapping Boundaries
- Part 9. Conclusions Regarding Commonalities

Part 1. Social, Cultural, and Economic Characteristics

As noted in Chapter 2, in order to satisfy the borough standards established in law, a region must embrace an area and population with common interests (Article X, sec 3 Ak. Const.; AS 29.05.031(a)(1), and 3 AAC 110.045(a)).²⁶ This portion of the report addresses the extent to which the communities and settlements within the eight model borough boundaries under review embrace common interests -- in the context of eighteen basic indices applied to regional issues throughout Alaska.

²⁶ Article X, sec 3 Ak. Const., states, "The entire State shall be divided into boroughs, organized or unorganized. They shall be established in a manner and according to standards provided by law. The standards shall include population, geography, economy, transportation, and other factors. **Each borough shall embrace an area and population with common interests to the maximum degree possible.** The legislature shall classify boroughs and prescribe their powers and functions. Methods by which boroughs may be organized, incorporated, merged, consolidated, reclassified, or dissolved shall be prescribed by law." (emphasis added). AS 29.05.031(a)(1) states. "An area that meets the following standards may incorporate as a home rule, first class, or second class borough, or as a unified municipality: (1) the population of the area is interrelated and integrated as to its social, cultural, and economic activities, and is large and stable enough to support borough government." Lastly, 3 AAC 110.045(a) states, "The social, cultural, and economic characteristics and activities of the people in a proposed borough must be interrelated and integrated. In this regard, the commission may consider relevant factors, including the (1) compatibility of urban and rural areas within the proposed borough; (2) compatibility of economic lifestyles, and industrial or commercial activities; (3) existence throughout the proposed borough of customary and simple transportation and communication patterns; and (4) extent and accommodation of spoken language differences throughout the proposed borough."

Subpart (a). Aleutians West Model Borough

The Aleutians West Model Borough encompasses six localities. These are Adak (population 316); Atka (population 92); Attu Station (population 20); Nikolski (population 39); Shemya (population 27); and Unalaska (population 4,283).

Subpart (a)(i). State House District

The Aleutians West Model Borough lies wholly within State House Election District 37. Other regions within the same election district include the Aleutians East Borough, a portion of the Lake and Peninsula Borough (roughly the southern half), Bristol Bay Borough, and Dillingham Census Area.

Subpart (a)(ii). ANCSA Regional Native Corporation

All of the territory within the Aleutians West Model Borough boundaries is within Aleut Corporation region.

Subpart (a)(iii). Regional Housing Authority

The Aleutian Housing Authority serves the Aleutians West Model Borough area.

Subpart (a)(iv). Regional Health Corporations.

Aleutian Pribilof Island Association Incorporated serves Atka and Unalaska. The nonprofit Eastern Aleutian Tribes, Incorporated serves Adak.

Subpart (a)(v). Public Safety Service Delivery

The Alaska State Troopers have a post in Unalaska. The Department of Public Safety, Division of Fish and Wildlife Protection Patrol Vessel (P/V) *Stimson* serves the area within the Aleutians West Model Borough boundaries. The *Stimson's* home port is Dutch Harbor in the City of Unalaska.

Subpart (a)(vi). Marine transportation, air transportation.

The Alaska Marine Highway offers ferry service to Unalaska/Dutch Harbor between April and October, usually one trip a month. The ferry departs Homer on a Tuesday, and arrives in Dutch Harbor via Kodiak the following Saturday morning. The ferry then departs back for Kodiak, Alaska the same day at 11:45 AM. The ferry trip is a three day voyage aboard the *M/V Tustumena* from Kodiak.

Peninsula Airways (PenAir) has a hub in Unalaska and provide scheduled and charter service to the surrounding communities and for support to the commercial fishing industry. PenAir has four aircraft based in Unalaska. Nikolski is served by Peninsula Airways through the Unalaska hub.

Alaska Airlines will extend service to Adak in spring 2003 with twice weekly service from Anchorage. The date the one-stop service will begin has not yet been determined, but is expected to be in April. Located 1,192 miles from Anchorage and 445 miles west of Unalaska/Dutch Harbor, Adak will be Alaska Airlines' western-most destination.

The flights, to be operated with Boeing 737-200 aircraft, will provide Adak passenger, cargo, and mail service and operate each Tuesday and Sunday.

Atka has scheduled air services available twice weekly from Unalaska. Float planes or amphibious planes can be chartered, and land in Nazan Bay. Coastal Transportation provides freight service from May to October, and a BIA barge delivers supplies once per year.

Subpart (a)(vii). Common major economic activity.

This element is addressed in Section B of this chapter. To avoid redundancy, this will not be addressed in this portion of the report.

Subpart (a)(viii). Racial composition of the populace.

In 2000, the population of the area within the Western Aleutians Model Borough boundaries was as follows:

2000 Census Data

Location	Total	White	Alaska Native	Other
City of Adak	316	157	111	41
City of Atka	92	6	74	2
Attu C.G. Station	20	18	0	0
Earekson AFS (Shemya)	27	20	3	4
Nikolski	39	12	27	0
Other	4	1	3	0
City of Unalaska including Dutch Harbor)	4,283	1,893	330	1,892

Subpart (a)(ix). Historical links.

Communities in the Western Aleutian Model Borough boundaries share a history of Aleut and Russian cultures and military presence in the period during and post-World War II. The war resulted in altered economic and settlement patterns in the region.

Subpart (a)(x). Geographic proximity.

The communities within the Western Aleutian Model Borough boundaries are distributed along a 950 mile chain of islands and are consequently separated by considerable distances.

Subpart (a)(xi). Dependence on a community for transportation, entertainment, news and professional services.

Unalaska is the transportation and service center for the Western Aleutians region.

Subpart (a)(xii). Geographical similarities.

The area within the Western Aleutians Model Borough boundaries are all located upon islands created by an arc of submarine volcanoes.

Subpart (a)(xiii). Historical economic links.

The region's economy shares an economic history involving the pelagic fur trade, fox farming, military activity and commercial fishing.

Subpart (a)(xiv). Compatibility of urban and rural areas within the proposed borough.

Unalaska's longstanding role as regional hub for facilities and services helps render it compatible with the smaller, more remote communities in the Western Aleutian Model Borough boundaries area.

Subpart (a)(xv). Compatibility of economic lifestyles, and industrial or commercial activities.

The economies of Western Aleutian communities are based upon fishing, fish processing and fisheries support industries.

Subpart (a)(xvi). Existence throughout the proposed borough of customary and simple transportation and communication patterns.

Unalaska is the transportation and communication hub of the Western Aleutians.

Subpart (a)(xvii). Extent and accommodation of spoken language differences throughout the proposed borough.

Spoken language differences are not evident among the communities in the region. English and the Aleut language predominate.

Subpart (a)(xviii). Coastal Resource Service Area (CRSA).

Regional planning is provided to the region by the Aleutians West CRSA. This program provides local review and approval of coastal development activities for consistency with regional policies.

Subpart (b). Upper Tanana Model Borough

The Upper Tanana Basin Model Borough Boundaries encompass nineteen settlements. These include Chicken (population 17); Alcan Border (population 21); Eagle (population 129); Dot Lake (population 19); Delta Junction (population 840); Tok (population 1,393); Deltana (population 1,570); Healy Lake (population 37); Northway Junction (population 72); Northway (population 95); Big Delta (population 749); Eagle Village (population 68); Fort Greely (population 461); Mentasta Lake (population 142); Northway Village (population 107); Tanacross (population 140); Dry Creek (population 128); Dot Lake Village (population 38); and Dot Lake (population 19).

Subpart (b)(i). State House District

The Upper Tanana Basin Model Borough lies within portions of two house election districts – State House Election District 6 and State House Election District 12.

Upper Tanana Basin Model Borough localities within State House Election District 6 include Chicken, Deltana, Dot Lake, Dry Creek, Eagle, Fort Greely, Healy Lake, Mentasta Lake, Northway, Tanacross, Tetlin, and Tok. House Election District 6 also includes portions of the Copper River Basin Model Borough. The same district extends into the Yukon-Flats, Yukon-Koyukuk, Iditarod, and Kuspuks regions.

Upper Tanana Basin Model Borough localities within State House Election District 12 include Big Delta and Delta Junction. The Prince William Sound Model Borough community of Valdez also lies within State House District 12. Other regions in that election district include the eastern half of the Matanuska-Susitna Borough, western portion of the Upper Tanana Basin Model Borough, and eastern portion of the Fairbanks North Star Borough.

1 ***Subpart (b) (ii). ANCSA Regional Native Corporation***

2
3 All of the territory within the Upper Tanana Model Borough boundaries is within
4 Doyon Corporation region, with the exception of Mentasta Lake. Mentasta Lake
5 lies within the boundaries of the Ahtna region.
6

7 ***Subpart (b) (iii). Regional Housing Authority***

8
9 The Tanana Chiefs Conference Housing Authority serves the communities within
10 the Upper Tanana Model Borough.
11

12 ***Subpart (b) (iv). Regional Health Corporations.***

13
14 The Tanana Chiefs Incorporated serves communities within the Upper Tanana
15 Model Borough boundaries.
16

17 ***Subpart (b) (v). Public Safety Service Delivery***

18
19 The area within the Upper Tanana Model Borough Boundaries is served by
20 Alaska State Troopers' posts based in Delta Junction and Tok.
21

22 ***Subpart (b) (vi). Air transportation***

23
24 The City of Delta Junction Airport offers a 2,400' gravel airstrip with a 1,600'
25 crosswind strip. Charter flight services are available. Big Delta is on the
26 Richardson Highway. An airstrip is available nearby at Delta Junction for
27 chartered or private aircraft. At the City of Eagle, State-owned 4,500' gravel
28 airstrip is available. There is a State-owned 5,100' asphalt runway at Northway,
29 with an FAA station and U.S. Customs office.
30

31 ***Subpart (b) (vii). Common major economic activity.***

32
33 This element is addressed in Section B of this chapter. To avoid redundancy,
34 this will not be addressed in this portion of the report.
35

36 ***Subpart (b)(viii). Racial composition of the populace.***

37
38 In 2000, the population of the area within the Upper Tanana Model Borough
39 boundaries was as follows:

1

Location	Total	White	American Indian/ Alaska Native
Chicken	17	17	-
Alcan Border	21	14	5
Eagle	129	120	8
Delta Junction	840	768	34
Tok	1,393	1,087	179
Deltana	1,570	1,438	14
Healy Lake	37	10	27
Northway Junction	72	30	35
Northway	95	17	68
Big Delta	749	715	11
Eagle Village	68	38	30
Fort Greely	461	303	6
Mentasta Lake	142	41	89
Northway Village	107	2	96
Tanacross	140	12	124
Dry Creek	128	128	-
Dot Lake Village	38	9	22
Dot Lake	19	16	-

2

3

4

Subpart (b)(ix). Historical links

5

6

Settlements in the area within the Upper Tanana Model Borough boundaries are generally located at historical Athabascan village sites and along transportation routes forged by nineteenth century mineral prospectors.

8

9

10

Subpart (b)(x). Geographic proximity

11

12

The region extends from the Canadian Border west to the boundaries of the Fairbanks North Star Borough.

14

15

Subpart (b)(xi). Dependence on a community for transportation, entertainment, news and professional services.

16

17

18

Tok and Delta Junction are sub-regional hubs for communities within the region.

19

20

Subpart (b)(xii). Geographical similarities.

21

22

Communities in the area encompassed by the Upper Tanana Model Borough boundaries are located along the Alaska, Taylor, and Richardson Highways.

23

24

Subpart (b)(xiii). Historical economic links.

Transportation routes through the region have contributed to shared economic history among Upper Tanana communities.

Subpart (b) (xiv). Compatibility of urban and rural areas within the proposed borough.

Fairbanks is the nearest metropolitan area.

Subpart (b)(xv). Compatibility of economic lifestyles, and industrial or commercial activities.

The economies of Upper Tanana communities are based upon government, tourism, and support industries.

Subpart (b)(xvi). Existence throughout the proposed borough of customary and simple transportation and communication patterns.

The Alaska, Taylor, and Richardson Highways provide the transportation and communication network of the Upper Tanana region.

Subpart (b)(xvii). Extent and accommodation of spoken language differences throughout the proposed borough.

Spoken language differences are not evident among the communities in the region.

Subpart (b)(xviii). Coastal Resource Service Area (CRSA).

The area within the Upper Tanana Model Borough boundaries is not in a CRSA.

Subpart (c). Copper River Basin Model Borough

The Copper River Basin Model Borough encompasses eighteen localities. These are Paxson (population 43); Tazlina (population 149); Silver Springs (population 130); Copperville (population 179); Slana (population 124); Willow Creek (population 201); Gakona (population 215); Glennallen (population 554); McCarthy (population 42); Copper Center (population 362); Gulkana (population 88); Tonsina (population 92); Kenny Lake (population 410); Chistochina (population 93); Mendeltna (population 63); Chitina (population 123); Nelchina (population 71); and Tolsana (population 27). Brief descriptions of land use and development in each of the Copper River Basin localities follows:

Subpart (c)(i). State House District

1 The Copper River Basin Model Borough lies within two house election districts –
2 State House Election District 6 and State House Election District 12.

3
4 Copper River Basin Model Borough localities within State House Election District
5 6 include Chistochina, Chitina, Copper Center, Gakona, Gulkana, Kenny Lake,
6 McCarthy, Slana, Tazlina, and Tonsina. House Election District 6 also extends
7 into the Upper Tanana Basin, Yukon Flats, Yukon-Koyukuk, Iditarod, and Kuspuk
8 regions.

9
10 Copper River Basin Model Borough localities within State House Election District
11 12 include Glennallen and Paxson. As noted earlier, the Prince William Sound
12 Model Borough community of Valdez also lies within State House District 12.
13 Other regions in that election district include the eastern half of the Matanuska-
14 Susitna Borough, western portion of the Upper Tanana Basin Model Borough,
15 and eastern portion of the Fairbanks North Star Borough.

16
17 ***Subpart (c)(ii). ANCSA Regional Native Corporation***

18
19 All of the territory within the Copper River Model Borough boundaries is within
20 the Ahtna Corporation region.

21
22 ***Subpart (c)(iii). Regional Housing Authority.***

23
24 The Copper River Basin Regional Housing Authority serves the communities
25 within the Copper River Basin Model Borough boundaries.

26
27 ***Subpart (c)(iv). Regional Health Corporations.***

28
29 The Copper River Native Association Health Corporation, the Mt. Sanford Tribal
30 Consortium and the Copper River EMS Council serve communities within the
31 Copper River Basin Model Borough boundaries.

32
33 ***Subpart (c)(v). Public Safety Service Delivery***

34
35 The Copper River Basin area is served by Alaska State Troopers' post in
36 Glennallen.

37
38 ***Subpart (c)(vi) Air transportation***

39
40 There are numerous airstrips scattered throughout the western and northern
41 portions of the Copper River Basin. The eastern half of the region is dominated
42 by the Wrangell Mountains and is generally accessible by floatplane. A State-
43 owned 5,000' paved runway is available at the Gulkana Airport. The State owns
44 the Chitina Airport, with a 2,850' gravel airstrip, 5 miles north of town along the
45 Edgerton Highway. Small aircraft may land at a State-owned 2,060' turf/gravel

airstrip at Chistochina. Paxson Lodge owns and maintains a 2,800' gravel airstrip, and float planes can land at Summit Lake.

Subpart (c)(vii). Common major economic activity

This element is addressed in Section B of this chapter. To avoid redundancy, this will not be addressed in this portion of the report.

Subpart (c)(viii). Racial composition of the populace

In 2000, the population of the area within the Copper River Basin Model Borough boundaries was as follows:

2000 Census Data

Location	Total	White	Amer. Indian/ Alaska Native
Paxson	43	43	0
Tazlina	149	103	37
Silver Springs	130	112	11
Copperville	179	138	25
Slana	124	100	19
Willow Creek	201	186	11
Gakona	215	162	26
Glennallen	554	472	28
McCarthy	42	42	0
Copper Center	362	174	169
Gulkana	88	23	63
Tonsina	92	78	9
Kenny Lake	410	339	42
Chistochina	93	33	53
Mendeltna	63	58	5
Chitina	123	63	41
Nelchina	71	64	3
Tolsana	27	23	3

Subpart (c)(ix). Historical links.

The area was originally settled by Athabaskan people. Mineral resources prompted development in the early twentieth century. Chitina and Copper Center were Athabaskan village sites that became mining camps. A trading post was established in Gakona in 1905, and telegraph stations were established at Chitochina and Gulkana in 1902-03.

Subpart (c)(x). Geographic proximity.

Most communities enjoy road access via the Glenn Highway, the Richardson Highway, the Edgerton Highway, and the Nabesna cut-off. Paxson is about 71 miles north of Glennallen on the Richardson Highway. Gulkana, Gakona, Chistochina and Slana are northeast of Glennallen. Tazlina, Copper Center, Tonsina, Kenny Lake, Lower Tonsina, Chitina and McCarthy are situated along the Richardson or Edgerton Highways south of Glennallen.

Subpart (c)(xi). Dependence on a community for transportation, entertainment, news and professional services.

Glennallen is the region's trade and services center.

Subpart (c)(xii). Geographical similarities.

Most of the settlements in the region are located in the large basin formed by rivers flowing from the Wrangell Mountains on the southeast, the Chugach Mountains on the south and the Alaska Range to the north. The basin is from 30 to 40 miles wide and about 100 miles long, characterized by low rounded mountains and elongated hills.

Subpart (c)(xiii). Historical economic links.

The region's economic history has been influenced by mining, tourism and construction. The cash economy has historically been oriented toward providing services to travelers, initially between Valdez and Fairbanks, and more recently to users of the Glenn and Richardson Highways.

Subpart (c)(xiv). Compatibility of urban and rural areas within the proposed borough.

None of the settlements in the region are incorporated as municipalities and the entire area is generally rural. Subsistence activities are evident throughout the region.

Subpart (c)(xv). Compatibility of economic lifestyles, and industrial or commercial activities.

The region's economy is characterized by seasonal employment. Year round employment is fairly limited to government, trade and service industries.

Subpart (c)(xvi). Existence throughout the proposed borough of customary and simple transportation and communication patterns.

The highway system through the Copper River basin provides relatively efficient access among area communities.

Subpart (c)(xvii). Extent and accommodation of spoken language differences throughout the proposed borough.

Spoken language differences are not evident among the communities in the region.

Subpart (c)(xviii). Coastal Resource Service Area (CRSA).

The area is not located in a coastal resource service area.

Subpart (d). Prince William Sound Model Borough

The Prince William Sound Model Borough boundaries encompass five settlements. These are Valdez (population 4,336); Whittier (population 182); Cordova (population 2,454); Chenega Bay (population 86); and Tatitlek (population 107).

Subpart (d)(i). State House District.

The Prince William Sound Model Borough communities of Cordova, Chenega Bay, and Tatitlek lie within State House District 5.

As noted above, House Election District 5 stretches from Prince William Sound to the southern tip of the southeast Alaska panhandle (excluding areas in and around Sitka, Juneau, and Ketchikan). Beyond the Prince William Sound Model Borough, the district includes four localities in the Glacier Bay Model Borough (Gustavus, Game Creek, Hoonah, and Tenakee Springs), City and Borough of Yakutat, Haines Borough, unorganized remnant within the model boundaries of the Lynn Canal Model Borough, Chatham Model Borough, unorganized remnant within the model boundaries of the City and Borough of Juneau, much of the Prince of Wales Model Borough (excluding Coffman Cove, Hollis, Port Alexander, and Thorne Bay), much of the unorganized remnant within the model boundaries of the Ketchikan Gateway Borough, and uninhabited portions of the Wrangell-Petersburg Model Borough.

1
2 The Prince William Sound community of Valdez lies within State House District
3 12. Other regions in that election district include the eastern half of the
4 Matanuska-Susitna Borough, western portion of the Copper River Basin Model
5 Borough, western portion of the Upper Tanana Basin Model Borough, and
6 eastern portion of the Fairbanks North Star Borough.

7
8 The Prince William Sound community of Whittier lies within State House District
9 32. That same election district encompasses the southern portion of the
10 Municipality of Anchorage and the northern portion of the Kenai Peninsula
11 Borough.

12
13 ***Subpart (d)(ii). ANCSA Regional Native Corporation***

14
15 All of the territory within the Prince William Sound Model Borough boundaries is
16 within Chugach Corporation region.

17
18 ***Subpart (d)(iii). Regional Housing Authority***

19
20 The North Pacific Rim Regional Housing Authority serves the communities within
21 the Prince William Sound Model Borough boundaries.

22
23 ***Subpart (d)(iv). Regional Health Corporation***

24
25 The Chugachmiut Corporation serves communities within the Prince William
26 Sound Model Borough boundaries.

27
28 ***Subpart (d)(v). Public Safety Service Delivery***

29
30 The Prince William Sound Model Borough boundaries area is served by Alaska
31 State Troopers' posts in Valdez and Cordova. The Cities of Valdez, Whittier and
32 Cordova all have municipal police departments.

33
34 ***Subpart (d) (vi) Transportation***

35
36 The Richardson Highway connects Valdez to Anchorage, Fairbanks and Canada.
37 Port Valdez is ice-free year round and is navigated by hundreds of marine oil
38 tankers each year. The State Ferry provides transport to Whittier, Cordova,
39 Kodiak and Seward.

40
41 Whittier has an ice-free port and a 70' city dock. A small boat harbor has slips for
42 360 fishing, recreation and charter vessels. It is served by road, rail, the state
43 ferry, boat and aircraft.

Chenega has a small boat harbor and dock. A new 3,000' gravel runway and float plane landing area are available. Scheduled and chartered flights depart from Cordova, Valdez, Anchorage and Seward.

Cordova offers an airport, harbor, dock and a State Ferry landing. It is linked directly to the North Pacific Ocean shipping lanes through the Gulf of Alaska. It receives year-round barge services and State Ferry service. The Merle K. "Mudhole" Smith Airport at mile 13 is State-owned.

Subpart (d)(vii). Common major economic activity

This element is addressed in Section B of this chapter. To avoid redundancy, this will not be addressed in this portion of the report.

Subpart (d)(viii). Racial composition of the populace

In 2000, the population of the area within the Prince William Sound Model Borough boundaries was as follows:

Location	Total	White	American Indian/Alaska Native
Valdez	4,336	3,375	290
Whittier	182	144	10
Cordova	2,454	1,745	254
Chenega Bay	19	63	86
Tatitlek	107	15	90

Subpart (d)(ix). Geographic proximity.

All of the communities within the Prince William Sound Model Borough boundaries are located on Prince William Sound.

Subpart (d)(x). Dependence on a community for transportation, entertainment, news and professional services.

Whittier has strong transportation links to Anchorage. Valdez is accessible to Alaska's road network. Cordova does not have road access to the state's highway network, but is linked to Valdez and Cordova via the Alaska Marine Highway System.

Subpart (d)(xi). Geographical similarities.

1 All of the communities are coastal settlements with vital interests tied to Prince
2 William Sound.

3
4 ***Subpart (d)(xii). Historical economic links.***

5
6 The region is relatively diverse. Valdez is Alaska's major oil port. The City of
7 Cordova's economy has historically been based on fishing. Whittier was
8 established as a military facility and has developed a local economy based upon
9 the Alaska Railroad and Whittier's deep water port.

10
11 ***Subpart (d)(xiii). Compatibility of urban and rural areas within the proposed***
12 ***borough.***

13
14 Chenega and Tatitlek are subsistence-based villages. Cordova, Valdez and
15 Whittier have diversified economies involving commercial transportation,
16 commercial fishing and tourism.

17
18 ***Subpart (d)(xiv). Compatibility of economic lifestyles, and industrial or***
19 ***commercial activities.***

20
21 Economic lifestyles in the region are relatively diverse. [(See (f)(xiii).]

22
23 ***Subpart (d)(xv). Existence throughout the proposed borough of customary***
24 ***and simple transportation and communication patterns.***

25
26 The Alaska Marine Highway system facilitates access among communities within
27 the Prince William Sound Model Borough boundaries.

28
29 ***Subpart (d)(xvi). Extent and accommodation of spoken language***
30 ***differences throughout the proposed borough.***

31
32 Spoken language differences are not evident among the communities in the
33 region.

34
35 ***Subpart (d)(xvii). Coastal Resource Service Area. (CRSA).***

36
37 The area is not in a coastal resource service area, but the City of Valdez, the City
38 of Whittier, and the City of Cordova have coastal management districts.

39
40
41 ***Subpart (e) Glacier Bay Model Borough***

42
43 The Glacier Bay Model Borough Boundaries encompass six settlements. These
44 are Pelican (population 163); Whitestone Logging Camp (population 116);
45 Gustavus (population 429); Tenakee Springs (population 104); Hoonah
46 (population 860); Elfin Cove (population 32); and Game Creek (population 35).

1 Brief descriptions of land use and development in each of the Glacier Bay Model
2 Borough localities follows:

3
4 ***Subpart (e)(i). State House District***
5

6 Much of the Glacier Bay Model Borough lies within State House Election District
7 5. That includes Gustavus, Game Creek, Hoonah, and Tenakee Springs.
8

9 House Election District 5 stretches from Prince William Sound to the southern tip
10 of the southeast Alaska panhandle (excluding areas in and around Sitka, Juneau,
11 and Ketchikan).
12

13 Other regions within the same election district include part of the Prince William
14 Sound Model Borough (excluding Valdez and Whittier), City and Borough of
15 Yakutat, Haines Borough, unorganized remnant within the model boundaries of
16 the Lynn Canal Model Borough, Chatham Model Borough, unorganized remnant
17 within the model boundaries of the City and Borough of Juneau, much of the
18 Prince of Wales Model Borough (excluding Coffman Cove, Hollis, Port
19 Alexander, and Thorne Bay), much of the unorganized remnant within the model
20 boundaries of the Ketchikan Gateway Borough, and uninhabited portions of the
21 Wrangell-Petersburg Model Borough.
22

23 Two localities in the Glacier Bay Model Borough – Elfin Cove and Pelican – lie
24 within the boundaries of State House Election District 2. Other areas in that
25 election district include the City and Borough of Sitka, inhabited portions of the
26 Wrangell-Petersburg Model Borough (Kupreanof, Petersburg, Thom's Place, and
27 Wrangell) and one locality in the Prince of Wales Model Borough (Port
28 Alexander).
29

30 ***Subpart (e)(ii). ANCSA Regional Native Corporation***
31

32 All of the territory within the Glacier Bay Model Borough boundaries is within
33 Sealaska Corporation region.
34

35 ***Subpart (e)(iii). Regional Housing Authority***
36

37 The Tlingit Haida Regional Housing Authority serves the communities within the
38 Glacier Bay Model Borough.
39

40 ***Subpart (e)(iv). Regional Health Corporations***
41

42 The Southeast Alaska Regional Health Consortium Incorporated serves
43 communities within the Glacier Bay Model Borough boundaries.
44

Subpart (e)(v). Public Safety Service Delivery

The area within the Glacier Bay Model Borough boundaries is served by Alaska State Troopers' post in Juneau and the Division of Fish and Wildlife Protection detachment based in Juneau. The City of Hoonah has a police department.

Subpart (e)(vi) Transportation

Gustavus offers a State-owned airport with jet capability and other scheduled flights. The airport has a 6,700' asphalt runway and is currently undergoing major improvements. Float planes land at nearby Bartlett Cove. Western Pioneer Incorporated provides marine freight service to Gustavus on a monthly basis.

Hoonah is dependent on air transportation for movement of small freight and passengers. The State owns and operates an airport with a 3,000' paved runway and a seaplane base that are served by scheduled small aircraft from Juneau. An Alaska Marine Lines barge serves Hoonah on a weekly basis.

Pelican is dependent on float planes and the State Ferry for travel. Daily scheduled air taxi services are available from Juneau and Sitka. Facilities include a State-owned seaplane base, a small boat harbor, dock, and State ferry terminal. Western Pioneer Incorporated provides monthly ship service to Pelican.

Tenakee Springs is dependent on seaplanes and the Alaska Marine Highway for transport. The City owns a seaplane base and heliport, and scheduled or chartered float planes are available from Juneau. Western Pioneer Incorporated has bi-monthly ship service to Tenakee Springs.

Whitestone is accessed by an airport and the State Ferry available at nearby Hoonah.

The Alaska Marine Highway offers ferry service to Kake and Angoon through the M/V LeConte. The system links Hoonah, Pelican and Tenakee with the mainline ports at Sitka and Juneau.

Subpart (e)(vii). Common major economic activity

This element is addressed in Section B of this chapter. To avoid redundancy, this will not be addressed in this portion of the report.

Subpart (e)(viii). Racial composition of the populace

In 2000, the population of the area within the Glacier Bay Model Borough boundaries was as follows:

2000 Census Data

<i>Location</i>	<i>Total</i>	<i>White</i>	<i>Amer. Indian/ Alaska Native</i>
Pelican	163	118	35
Whitestone	116	107	3
Gustavus	429	383	18
Tenakee Springs	104	91	3
Hoonah	860	247	521
Elfin Cove	32	30	0
Game Creek	35	31	3

Subpart (e)(ix). Historical links

Pelican is a fishing community with a seasonal population influx of commercial fishermen and cold storage plant workers. Elfin Cove is also fishing community.

Hoonah is the largest Tlingit village in Alaska. Commercial fishing and logging have historically supported the Hoonah residents, and most residents maintain a subsistence lifestyle. Whitestone is a logging camp in close proximity to Hoonah. Children from Whitestone attend school in Hoonah.

Tenakee Springs is predominantly a retirement community and summer retreat for Juneau and Sitka residents. Many residents practice a subsistence lifestyle and actively exchange resources with their neighbors. Gustavus is primarily a "lifestyle" settlement community with a number of seasonal-use homes for Juneau residents. The nearby Glacier Bay Park is a major recreation and tourist attraction in Southeast.

Game Creek residents are members of a communal religious community called "The Farm," or "Whitestone Farms."

Subpart (e)(x). Geographic proximity

Pelican, Hoonah, Whitestone, Game Creek, Elfin Cove and Tenakee Springs are on Chichagof Island. Gustavus is on the mainland northwest of Hoonah.

Subpart (e)(xi). Dependence on a community for transportation, entertainment, news and professional services

Juneau is the nearest major city and service center for the settlements in the Glacier Bay Model Borough boundaries.

Subpart (e)(xii). Geographical similarities

All of the communities are coastal settlements.

Subpart (e)(xiii). Historical economic links

The region is relatively diverse. Gustavus and the City of Tenakee Springs are residential/recreational communities. The City of Hoonah is a historic Tlingit village. Pelican is a fishing and fish processing community. Whitestone is a logging camp and Game Creek is a religious commune.

Subpart (e)(xiv). Compatibility of urban and rural areas within the proposed borough

All of the communities in the Glacier Bay Model Borough boundaries area are rural. Subsistence activities are evident throughout the region.

Subpart (e)(xv). Compatibility of economic lifestyles, and industrial or commercial activities

Economic lifestyles in the region are relatively diverse. [(See (d)(xiii).]

Subpart (e)(xvi). Existence throughout the proposed borough of customary and simple transportation and communication patterns

A road links Hoonah and Whitestone Logging Camp, providing simple and customary access between those adjoining localities. Hoonah residents have historically utilized the Glacier Bay area around Gustavus.

Subpart (e)(xvii). Extent and accommodation of spoken language differences throughout the proposed borough

Spoken language differences are not evident among the communities in the region.

Subpart (e)(xviii). Coastal Resource Service Area (CRSA)

The area is not in a coastal resource service area, but Hoonah and Pelican are coastal management districts.

Subpart (f). Chatham Model Borough

The Chatham Model Borough encompasses three localities extending from the northwest Kupreanof Island to north Admiralty Island. These are Kake

(population 710); Angoon (population 572); and Cube Cove (population 72).²⁷ A brief description of social, cultural and economic characteristics of Chatham localities follows:

Subpart (f)(i). State House District

All of the inhabited localities in the Chatham Model Borough and the now-closed Cube Cove logging camp lie within State House Election District 5.

Subpart (f)(ii). ANCSA Regional Native Corporation

All of the territory within the Chatham Model Borough boundaries is within Sealaska Corporation region.

Subpart (f)(iii). Regional Housing Authority

The Tlingit Haida Regional Housing Authority serves the communities within the Chatham Model Borough.

Subpart (f)(iv). Regional Health Corporations

The Southeast Alaska Regional Health Consortium Incorporated serves communities within the Chatham Model Borough boundaries.

Subpart (f)(v). Public Safety Service Delivery

The Chatham area is served by Alaska State Troopers' post in Juneau and the Division of Fish and Wildlife Protection detachment based in Juneau. The Kake Police Department operates under the City of Kake and exercises contract agreements between the U.S. Forest Service and Kake Tribal Corporation. With these contracts the Kake Police Department has authority throughout Kupreanof Island. The City of Angoon has a police department.

Subpart (f)(vi). Transportation.

The Alaska Marine Highway offers ferry service to Kake and Angoon through the M/V LeConte. The system links Kake, Angoon, Hoonah, Pelican and Tenakee with mainline ports at Sitka and Juneau.

The M/V LeConte typically operates on the following weekly sailing pattern during summer months: Sitka - Angoon - Tenakee - Hoonah - Juneau - Hoonah - Tenakee - Angoon - Sitka - Kake - Petersburg - Kake - Sitka - Angoon - Hoonah

²⁷ The Cube Cove population figure is from the 2000 census. However, since that time, logging operations have ceased at Cube Cove and the local school has been closed.

- Juneau - Hoonah - Angoon - Kake - Petersburg - Kake - Angoon - Tenakee -
Hoonah - Juneau - Hoonah - Tenakee - Angoon - Sitka.

During the winter months, any time either the M/V Aurora or M/V LeConte is off-line for an extended period of time (overhaul, refurbishment projects or lay-up for budgetary reasons), the other vessel must serve all the inter-island ports.

The winter route incorporates the following typical weekly sailing pattern: Sitka - Angoon - Tenakee - Hoonah - Juneau - Hoonah - Tenakee - Angoon - Sitka - Kake - Petersburg - Hollis - Ketchikan - Metlakatla - Ketchikan - Hollis - Ketchikan - Metlakatla - Ketchikan - Hollis - Ketchikan - Petersburg - Kake - Sitka - Angoon - Hoonah - Juneau - Haines - Skagway - Haines - Juneau - Hoonah - Tenakee - Angoon - Sitka.

Angoon has daily scheduled air service from Juneau. Angoon does not receive barge service. Kake receives weekly barge service from Alaska Marine Lines.

Subpart (f)(vii). Common major economic activity

This element is addressed in Section B of this chapter. To avoid redundancy, this will not be addressed in this portion of the report.

Subpart (f)(viii). Racial composition of the populace

In 2000, the population of the area within the Chatham Model Borough boundaries was as follows:

Location	Total	White	American Indian/ Alaska Native
Angoon	572	65	469
Cube Cove*	72	71	1
Kake	710	171	474
(The population of Cube Cove has decreased since the 2000 census due to cessation of logging operations in the area.)			

Subpart (f)(ix). Historical links.

Angoon has been home to the Kootznoowoo Tlingits since early times and remains predominately Tlingit. Kake is also a Tlingit community. Cube Cove was developed as a logging camp.

Subpart (f)(x). Geographic proximity.

1 Cube Cove and Angoon are both on the western shore of Admiralty Island. Cube
2 Cove is 26 miles north of Angoon. Kake is located on the northwest coast of
3 Kupreanof Island along Keku Strait.

4
5 ***Subpart (f)(xi). Dependence on a community for transportation,***
6 ***entertainment, news and professional services.***

7
8 Angoon, Cube Cove and Kake are largely dependent upon Juneau for
9 transportation and professional services.

10
11 ***Subpart (f)(xii). Geographical similarities.***

12
13 Angoon, Kake and Cube Cove are all island coastal settlements.

14
15 ***Subpart (f)(xiii). Historical economic links.***

16
17 The timber and fishing industries in the region have contributed to shared
18 economic history among Chatham communities.

19
20 ***Subpart (f)(xiv). Compatibility of urban and rural areas within the proposed***
21 ***borough.***

22
23 Juneau has a longstanding role as regional hub for facilities and services in the
24 Chatham Model Borough area.

25
26 ***Subpart (f)(xv). Compatibility of economic lifestyles, and industrial or***
27 ***commercial activities.***

28
29 The economies of Chatham communities are based upon fishing, logging, and
30 support industries.

31
32 ***Subpart (f)(xvi). Existence throughout the proposed borough of customary***
33 ***and simple transportation and communication patterns.***

34
35 Juneau is the transportation and communication hub of the Chatham region.

36
37 ***Subpart (f)(xvii). Extent and accommodation of spoken language***
38 ***differences throughout the proposed borough.***

39
40 Spoken language differences are not evident among the communities in the
41 region.

42
43 ***Subpart (f)(xviii). Coastal Resource Service Area (CRSA).***

44
45 The area within the Chatham Model Borough boundaries is not in a CRSA,
46 although Angoon and Kake have Coastal Management Districts.

Subpart (g). Prince of Wales Model Borough

The Prince of Wales Model Borough Model Borough boundaries encompass thirteen localities. These are Edna Bay (population 49); Whale Pass (population 58); Coffman Cove (population 199); Thorne Bay (population 557); Craig (population 1,397); Kasaan (population 39); Hollis (population 139); Naukati Bay (population 135); Port Alexander (population 81); Klawock (population 854); Point Baker (population 35); Port Protection (population 63); and Hydaburg (population 382).

Subpart (g)(i). State House District

Most of the Prince of Wales Model Borough localities lie within State House Election District 5. Those include Craig, Edna Bay, Hydaburg, Kasaan, Klawock, Naukati Bay, Point Baker, Port Protection, and Whale Pass.

As noted above, House Election District 5 stretches from Prince William Sound to the southern tip of the southeast Alaska panhandle (excluding areas in and around Sitka, Juneau, and Ketchikan).

Other regions within the same election district include part of the Prince William Sound Model Borough (excluding Valdez and Whittier), City and Borough of Yakutat, Haines Borough, unorganized remnant within the model boundaries of the Lynn Canal Model Borough, the Glacier Bay Model Borough localities of Gustavus, Game Creek, Hoonah, and Tenakee Springs, Chatham Model Borough, unorganized remnant within the model boundaries of the City and Borough of Juneau, much of the unorganized remnant within the model boundaries of the Ketchikan Gateway Borough, and uninhabited portions of the Wrangell-Petersburg Model Borough.

Three localities in the Prince of Wales Model Borough – Coffman Cove, Hollis, and Thorne Bay – lie within the boundaries of State House Election District 1. That district also encompasses the Ketchikan Gateway Borough and Meyers Chuck, which is located in the unorganized remnant within the model boundaries of the Ketchikan Gateway Borough.

One locality in the Prince of Wales Model Borough – Port Alexander – lies within the boundaries of State House Election District 2. Other areas within that election district include two localities in the Glacier Bay Model Borough (Elfin Cove and Pelican), the City and Borough of Sitka, and inhabited portions of the Wrangell-Petersburg Model Borough (Kupreanof, Petersburg, Thom's Place, and Wrangell).

1 **Subpart (g)(ii). ANCSA Regional Native Corporation**

2
3 All of the territory within the Prince of Wales Island Model Borough boundaries is
4 within Sealaska Corporation region.

5
6 **Subpart (g)(iii). Regional Housing Authority**

7
8 The Tlingit Haida Regional Housing Authority serves the communities within the
9 Prince of Wales Island Model Borough boundaries.

10
11 **Subpart (g)(iv). Regional Health Corporations**

12
13 The Southeast Alaska Regional Health Consortium Incorporated serves
14 communities within the Prince of Wales Island Model Borough boundaries.

15
16 **Subpart (g)(v). Public Safety Service Delivery**

17
18 The Prince of Wales Island Model Borough boundaries area is served by Alaska
19 State Troopers' post in Klawock. The City of Craig and the City of Klawock have
20 municipal police departments.

21
22 **Subpart (g)(vi) Transportation**

23
24 The island has roughly 1,500 miles of roads, most of them logging roads. Paved
25 or gravel highways connect the island's larger communities of Craig, Klawock,
26 Hydaburg, Thorne Bay and Kasaan. The Inter-Island Ferry Authority provides
27 daily ferry service between Ketchikan and Hollis. Barge service is provided to
28 Hollis twice per week by Alaska Marine Lines. Barge service is provided by
29 Boyer Barge Lines to Thorne Bay on a weekly basis. The only airstrip on Prince
30 of Wales Island is located at Klawock, with a 5,000' paved runway. Scheduled
31 air transportation to Ketchikan is available from the Klawock airport. A State-
32 owned seaplane base at Klawock Inlet and a U.S. Coast Guard heliport are
33 maintained in Craig. Western Pioneer provides marine freight service to Craig
34 on a monthly basis.

35
36 The State owns and operates a seaplane base in Hydaburg, with a FAA-
37 designated approach. Scheduled flights from Hydaburg connect in Ketchikan.

38
39 Kasaan can be accessed by float plane and boat. A State-owned seaplane base
40 accommodates charter flights and air freight services from Ketchikan.
41 Point Baker is accessible by float plane, helicopter, barge and skiff. A State-
42 owned seaplane base and heliport serves chartered flights from Ketchikan. The
43 community has a dock and boat harbor.

The Alaska State Ferry System is accessible from Hollis. Float planes and boats are also prevalent means of transportation. The Whale Pass Homeowner's Assoc. operates the State-owned seaplane base, dock and boat slips.

Subpart (g)(vii). Common major economic activity

This element is addressed in Section B of this chapter. To avoid redundancy, this will not be addressed in this portion of the report.

Subpart (g)(viii). Racial composition of the populace

In 2000, the population of the area within the Glacier Bay Model Borough boundaries was as follows:

Location	Total	White	American Indian / Alaska Native
Edna Bay	49	49	0
Whale Pass	58	56	2
Coffman Cove	199	181	12
Thorne Bay	557	515	16
Craig	1,397	937	303
Kasaan	39	24	19
Hollis	139	127	7
Naukati Bay	135	117	13
Port Alexander	81	68	4
Klawock	854	350	435
Point Baker	35	32	1
Port Protection	63	55	7
Hydaburg	382	36	325

Subpart (g)(ix). Historical links

Tlingit and Haida Indians utilized the Craig, area which was originally called Fish Egg Island, to harvest herring roe in the spring and later they set up a temporary fish camp.

A cannery was established in Klawock in 1878 and a cannery was established in Craig in 1908. Ketchikan Pulp Mill began large scale operations during the 1950's and roads and camps developed by that enterprise became the basis for the current Prince of Wales road network and present settlements, including the City of Thorne Bay and the City of Coffman Cove.

Subpart (g)(x). Geographic proximity

All of the communities in the Prince of Wales Island Model Borough boundaries are on Prince of Wales Island, with the exception of Port Alexander, which is located on Baranof Island.

Subpart (g)(xi). Dependence on a community for transportation, entertainment, news and professional services.

Ketchikan is the nearest major city and service center for the settlements in the Prince of Wales Island Model Borough boundaries.

Subpart (g)(xii). Geographical similarities

The communities within the Prince of Wales Model Borough boundaries share attributes. Hatcheries in all communities provide for jobs and help stabilize the fishing economy. Craig serves as a transportation center for the island.

Subpart (g)(xiii). Historical economic links

Many of the newer communities on Prince of Wales Island were established as Ketchikan Pulp Company logging camps and the road network on the island was largely constructed with federal timber road credits.

Subpart (g)(xiv). Compatibility of urban and rural areas within the proposed borough.

All of the communities in the Prince of Wales Model Borough boundaries area are largely rural. Subsistence activities are evident throughout the region.

Subpart (g)(xv). Compatibility of economic lifestyles, and industrial or commercial activities.

Economic lifestyles in the region are relatively diverse. [(See (e)(xiii).]

Subpart (g)(xvi). Existence throughout the proposed borough of customary and simple transportation and communication patterns.

Prince of Wales Island communities rely heavily on the Alaska Marine Highway System for transportation and marine barges for freight. There is an extensive road system that connects island communities to each other and to air and marine transportation facilities.

Subpart (g)(xvii). Extent and accommodation of spoken language differences throughout the proposed borough.

Spoken language differences are not evident among the communities in the region.

Subpart (g)(xviii). Coastal Resource Service Area (CRSA).

The area is not in a coastal resource service area, but Craig, Hydaburg, Klawock and Thorne Bay are coastal management districts.

Subpart (h). Wrangell-Petersburg Model Borough.

The Wrangell-Petersburg Model Borough encompasses four localities. These are Kupreanof (population 23); Petersburg (population 3,224); Wrangell (population 2,308); and Thom's Place (population 22). A brief description social, cultural and economic ties between each of those localities follows:

Subpart (h)(i). State House District

All four localities in the Wrangell-Petersburg Model Borough (Kupreanof, Petersburg, Thom's Place, and Wrangell) lie within the boundaries of State House Election District 2. Other areas within that same election district include two localities in the Glacier Bay Model Borough (Elfin Cove and Pelican), the City and Borough of Sitka, and one locality in the Wrangell-Petersburg Model Borough (Port Alexander)

Subpart (h)(ii). ANCSA Regional Native Corporation

All of the territory within the Wrangell-Petersburg Island Model Borough boundaries is within Sealaska Corporation region.

Subpart (h)(iii). Regional Housing Authority

The Tlingit Haida Regional Housing Authority serves the communities within the Wrangell-Petersburg Island Model Borough boundaries.

Subpart (h)(iv). Regional Health Corporations.

The Southeast Alaska Regional Health Consortium Incorporated serves communities within the Prince of Wales Island Model Borough boundaries.

Subpart (h)(v). Public Safety Service Delivery

The Wrangell-Petersburg Model Borough boundaries area is served by Alaska State Troopers' posts in Wrangell and Petersburg. The City of Wrangell and the City of Petersburg have municipal police departments.

Subpart (h)(vi) Transportation.

Petersburg is accessed by air and water. It is on the mainline State ferry route. The State-owned James A. Johnson Airport and Lloyd R. Roundtree Seaplane Base (on the Wrangell Narrows) allow for scheduled jet and float plane services. The Alaska Marine Highway system, twice-weekly barge and chartered air service also provide transportation links.

Wrangell is accessible by air and water. The State-owned 6,000' paved lighted runway enables jet service. A seaplane base is adjacent to the runway. Scheduled air taxi services are also available. The marine facilities include a breakwater and deep draft moorage. Wrangell receives barge service twice per week.

Thom's Place is connected by road to Wrangell. Residents have access to Wrangell's airport, seaplane base, State Ferry service, and port with moorage.

Subpart (h)(vii). Common major economic activity.

This element is addressed in Section B of this chapter. To avoid redundancy, this will not be addressed in this portion of the report.

Subpart (h)(viii). Racial composition of the populace.

In 2000, the population of the area within the Wrangell-Petersburg Model Borough boundaries was as follows:

Location	Total	White	American Indian/ Alaska Native
Wrangell	2,308	1,696	358
Petersburg	3,224	2,632	232
Thom's Place	22	19	3
Kupreanof	22	21	-

Subpart (h)(ix). Geographic proximity

Petersburg is on Mitkof Island and Wrangell is located on the northern tip of Wrangell Island, near the mouth of the Stikine River.

Subpart (h)(x). Dependence on a community for transportation, entertainment, news and professional services

Wrangell and Petersburg serve as transportation and service centers for the communities of Thoms' Place and Kupreanof.

Subpart (h)(xi). Geographical similarities

The communities within the Wrangell-Petersburg Model Borough boundaries share attributes in that all are coastal communities. However, Wrangell's geography is tied to the nearby Stikine River, a historic trade route to the Canadian Interior.

Subpart (h)(xii). Historical economic links

The timber industry was an important mainstay of the Wrangell economy. However, the Alaska Pulp Co. of Wrangell closed down in 1994.

Petersburg's economy has been based on commercial fishing and timber harvests. Petersburg is one of the top-ranking fishing ports in the U.S. for the quality and value of fish landed. In 2000, gross fishing revenues of residents reached nearly \$22 million.

Subpart (h)(xiii). Compatibility of urban and rural areas within the proposed borough

The unincorporated community of Thom's place is linked by road to Wrangell. The City of Kupreanof is proximate to the City of Petersburg and residents of Kupreanof are dependent upon Petersburg for goods and services.

Subpart (h)(xiv). Compatibility of economic lifestyles, and industrial or commercial activities.

Economic lifestyles in the region are relatively diverse. [(See (e)(xiii)]

Subpart (h)(xv). Existence throughout the proposed borough of customary and simple transportation and communication patterns

Wrangell-Petersburg communities rely heavily on the Alaska Marine Highway System for transportation and marine barges for freight.

Subpart (h)(xvi). Extent and accommodation of spoken language differences throughout the proposed borough

Spoken language differences are not evident among the communities in the region.

Subpart (h)(xvii). Coastal Resource Service Area. (CRSA).

The area is not in a coastal resource service area, but Wrangell and Petersburg are coastal management districts.

Part 2. Multiple Communities

State law (3 AAC 110.040(b)) establishes a formal presumption that a region must encompass multiple communities in order to meet the standards for borough incorporation.²⁸ This part of the report addresses the number of communities in each of the eight unorganized areas under review.

²⁸ 3 AAC 110.045(b) states, "Absent a specific and persuasive showing to the contrary, the commission will presume that a sufficient level of interrelationship cannot exist unless there are at least two communities in the proposed borough."

For purposes of the Local Boundary Commission, the term “community” is defined in 3 AAC 110.990(5) as “a social unit comprised of 25 or more permanent residents as determined under 3 AAC 110.920.”²⁹

By law, any city government is a community.³⁰ The legislature has also defined an unincorporated community in the unorganized borough for purposes of State revenue sharing. Specifically, AS 29.60.140(b) provides that, “ ‘unincorporated community’ means a place in the unorganized borough that is not incorporated as a city and in which 25 or more persons reside as a social unit.” DCED has adopted a definition of “social unit” in 3 AAC 130.093 which is similar to the definition adopted by the Commission under 3 AAC 110.920.³¹

²⁹ 3 AAC 110.920 states as follows:

(a) In determining whether a settlement comprises a community, the commission may consider relevant factors, including whether the

(1) settlement is inhabited by at least 25 individuals;

(2) inhabitants reside permanently in a close geographical proximity that allows frequent personal contacts and comprise a population density that is characteristic of neighborhood living; and

(3) inhabitants residing permanently at a location are a discrete and identifiable social unit, as indicated by such factors as school enrollment, number of sources of employment, voter registration, precinct boundaries, permanency of dwelling units, and the number of commercial establishments and other service centers.

(b) Absent a specific and persuasive showing to the contrary, the commission will presume that a population does not constitute a community if

(1) public access to or the right to reside at the location of the population is restricted;

(2) the population is adjacent to a community and is dependent upon that community for its existence; or

(3) the location of the population is provided by an employer and is occupied as a condition of employment primarily by persons who do not consider the place to be their permanent residence.

³⁰ See AS 29.05.011, AS 29.05.021, 3 AAC 110.005, and Chapter 2 of this report.

³¹ 3 AAC 130.093 provides as follows:

(a) Persons residing in a place in the unorganized borough are considered to be a social unit for the purposes of state aid to unincorporated communities under AS 29.60.140 if the following criteria are met:

(1) the geographic area in which the persons reside is not disproportionate in size to that number of persons; in determining whether this standard has been met the director will consider the physical topography of the area, the use of the land, land ownership patterns, and other factors that could affect population density; an area with a population density of at least 14 persons per square mile is considered to have met this standard;

(2) persons residing in that area are a discrete and identifiable unit in determining whether this standard has been met, the director will consider school enrollment, sources of employment, voter registration, and the permanency of dwelling units; if the area has at least one commercial establishment, and if persons residing in the area do so in

An unincorporated community in the unorganized borough that is eligible for State revenue sharing is also qualified to received capital matching grants under AS 37.06.020(b) and 3 AAC 155.160(6).

The following classifies the communities and settlements in each of the eight unorganized areas under review according to whether they are (1) incorporated city governments, (2) unincorporated communities qualified to receive State revenue sharing and capital matching grants, or (3) other localities.

Subpart (a). Aleutians West Model Borough

The Aleutians West Model Borough encompasses three city governments and one formally recognized unincorporated community. Thus, the region contains multiple communities in satisfaction of the standard set out in 3 AAC 110.040(b). Those communities and other localities are listed below.

Incorporated City Governments

- City of Adak (second class city); population: 316
- City of Atka (second class city), population: 92
- City of Unalaska (first class city); population: 4,283

Unincorporated Communities Qualified to Receive State Revenue Sharing and Capital Matching Grants

- Nikolski; population: 39

Other Localities

- Attu Station; population: 20
- Shemya; population: 27

Subpart (b). Upper Tanana Basin Model Borough

The Upper Tanana Basin Model Borough encompasses two city governments and ten formally recognized unincorporated communities. Thus, the region contains multiple communities in satisfaction of the standard set out in 3 AAC 110.040(b). Those communities and other localities are listed below.

permanent dwelling units and their children are enrolled in an operating school in or near the area, this standard is considered to have been met.

(b) Persons residing in the following places in the unorganized borough are not considered to be a social unit for purposes of eligibility for an entitlement under AS 29.60.140 :

(1) a place where public access is restricted, including restrictions on the right to move to the place and reside there;

(2) a place that is contiguous to a municipality and is dependent upon the municipality to the extent that it exists only because the municipality exists;

(3) a place provided by an employer which is populated totally by persons who are required to reside there as a condition of their employment and who do not consider the place to be their permanent place of residence.

Incorporated City Governments

- Delta Junction; (second class city) population: 840
- Eagle; (second class city) population: 129

Unincorporated Communities Qualified to Receive State Revenue Sharing and Capital Matching Grants

- Deltana³²; population: 1,570
- Dot Lake Village; population: 38
- Dry Creek; population: 128
- Eagle Village; population: 68
- Healy Lake; population: 37
- Mentasta Lake; population: 142
- Northway; population: 95
- Tanacross; population: 140
- Tetlin; population: 117
- Tok; population: 1,393

Other Localities

- Alcan Border; population: 21
- Big Delta; population: 749
- Chicken; population: 17
- Dot Lake; population: 19
- Fort Greely; population: 461
- Northway Junction; population: 72
- Northway Village; population: 107

Subpart (c). Copper River Basin Model Borough

The Copper River Basin Model Borough encompasses thirteen formally recognized unincorporated communities.³³ Thus, the region contains multiple communities in satisfaction of the standard set out in 3 AAC 110.040(b). Those communities and other localities are listed below.

Unincorporated Communities Qualified to Receive State Revenue Sharing and Capital Matching Grants.

- Chistochina; population: 93
- Chitina; population: 123
- Gakona; population: 215
- Glennallen; population: 554
- Gulkana; population: 88

³² Deltana is a state revenue sharing recipient. However, although its sprawling, loosely defined, boundaries suggest an organization that is more regional in nature than a discreet community.

³³ Nelchina and Mendeltna are considered one community for purposes of the State Revenue Sharing program. Nelchina has 63 residents and Mendeltna has 71.

- Kenny Lake; population: 410
- McCarthy; population: 42
- Nelchina/Mendeltna; population: 134
- Paxson; population: 43
- Silver Springs; population: 130
- Slana; population: 124
- Tazlina; population: 149
- Tolsona; population: 27

Other Localities

- Copper Center; population: 362
- Copperville; population: 179
- Tonsina; population: 92
- Willow Creek; population: 201

Subpart (d). Prince William Sound Model Borough

The Prince William Sound Model Borough encompasses three city governments and two formally recognized unincorporated communities. Thus, the region contains multiple communities in satisfaction of the standard set out in 3 AAC 110.040(b). Those communities and other localities are listed below.

Incorporated City Governments

- Cordova; (home rule city) population: 2,454
- Valdez; (home rule city) population: 4,036
- Whittier; (second class city) population: 182

Unincorporated Communities Qualified to Receive State Revenue Sharing and Capital Matching Grants

- Chenega Bay; population: 86
- Tatitlek; population: 107

Subpart (e). Glacier Bay Model Borough

The Glacier Bay Model Borough encompasses three city governments and two formally recognized unincorporated communities. Thus, the region contains multiple communities in satisfaction of the standard set out in 3 AAC 110.040(b). Those communities and other localities are listed below.

Incorporated City Governments

- Hoonah; (first class city) population: 860
- Pelican; (first class city) population: 163
- Tenakee Springs; (second class city) population: 104

1 ***Unincorporated Communities Qualified to Receive State Revenue Sharing***
2 ***and Capital Matching Grants***

- 3 • Elfin Cove; population: 32
4 • Gustavus; population: 429
5

6 ***Other Localities***

- 7 • Game Creek; population: 35
8 • Whitestone Logging Camp; population: 116
9

10 **Subpart (f). Chatham Model Borough**

11 The Chatham Model Borough encompasses two city governments and Cube
12 Cove, which was recognized as an unincorporated community in the 2000
13 census. However, since the census, the Cube Cove logging camp was closed.
14 However, the region still contains multiple communities in satisfaction of the
15 standard set out in 3 AAC 110.040(b). Those communities and other locality are
16 listed below.
17

18 ***Incorporated City Governments***

- 19 • Angoon; (second class city) population: 572
20 • Kake; (first class city) population: 710
21

22 ***Other Localities***

- 23 • Cube Cove; population: 72 (logging camp closed following 2000 census)
24

25 **Subpart (g). Prince of Wales Model Borough**

26 The Prince of Wales Model Borough encompasses seven city governments and
27 six formally recognized unincorporated communities. Thus, the region contains
28 multiple communities in satisfaction of the standard set out in 3 AAC 110.040(b).
29 Those communities and other localities are listed below.
30

31 ***Incorporated City Governments***

- 32 • Coffman Cove; (second class city) population: 199
33 • Craig; (first class city) population: 1,397
34 • Hydaburg; (first class city) population: 382
35 • Kasaan; (second class city) population: 39
36 • Klawock; (first class city) population: 854
37 • Port Alexander; (second class city) population: 81
38 • Thorne Bay; (second class city) population: 557
39

1 ***Unincorporated Communities Qualified to Receive State Revenue Sharing***
2 ***and Capital Matching Grants.***

- 3 • Edna Bay; population: 49
4 • Hollis; population: 139
5 • Naukati Bay; population: 135
6 • Point Baker; population: 35
7 • Port Protection; population: 63
8 • Whale Pass; population: 58
9

10 **Subpart (h). Wrangell Petersburg Model Borough**

11 The Wrangell Petersburg Model Borough encompasses three city governments.
12 Thus, the region contains multiple communities in satisfaction of the standard set
13 out in 3 AAC 110.040(b). Those cities and the other locality are listed below.
14

15 ***Incorporated City Governments***

- 16 • Kupreanof; (second class city) population: 23
17 • Petersburg; (home rule city) population: 3,224
18 • Wrangell; (home rule city) population: 2,308
19

20 ***Other Locality***

- 21 • Thom's Place; population: 22
22
23

24 **Part 3. Communications and Exchange**

25 As indicated in Chapter 2, the borough standards established in law (AS
26 29.05.031(a)(4) and 3 AAC 110.045(c)-(d)) require that the communications
27 media and the land, water, and air transportation facilities in a region must allow
28 for the level of communications and exchange necessary to develop an
29 integrated borough government.³⁴
30

³⁴ AS 29.05.031(a)(4) states. "An area that meets the following standards may incorporate as a home rule, first class, or second class borough, or as a unified municipality:... (4) land, water, and air transportation facilities allow the communication and exchange necessary for the development of integrated borough government." 3 AAC 110.045(c) provides that, "The communications media and the land, water, and air transportation facilities throughout the proposed borough must allow for the level of communications and exchange necessary to develop an integrated borough government. In this regard, the commission may consider relevant factors, including (1) transportation schedules and costs; (2) geographical and climatic impediments; (3) telephonic and teleconferencing facilities; and (4) electronic media for use by the public." Lastly, 3 AAC 110.045(d) provides that, "Absent a specific and persuasive showing to the contrary, the commission will presume that communications and exchange patterns are insufficient unless all communities within a proposed borough are connected to the seat of the proposed borough by a public roadway, regular scheduled airline flights on at least a weekly basis, regular ferry service on at least a weekly basis, a charter flight service based in the proposed borough, or sufficient electronic media communications."

Subpart (a). Transportation

This portion of the report presents an overview of transportation in the eight unorganized areas under review (subparts (b)-(i)).³⁵

Subpart (a)(i). Aleutians West Model Borough

The Aleutians West Model Borough extends westerly from the western boundary of the Aleutians East Borough to the end of the Aleutians Islands. The Aleutians West Model Borough encompasses six localities. These are Adak (population 316); Atka (population 92); Attu Station (population 20); Nikolski (population 39); Shemya (population 27); and Unalaska (population 4,283). Aviation is the principle means of transporting people to communities in the area. The U.S. Postal Service Bypass Mail program provides a great deal of the region's freight and passenger service. Bulkier, heavier materials like dry goods, fuel and building materials are carried to the region by water. Area communities depend on ports and harbors, as well as barge transfer sites for commercial freight deliveries. Over the past seven years, the Aleutians West region received \$71.4 million for transportation-related capital improvement projects. Ports and harbors received 55%, or \$39 million; roads received 29%, or \$20 million; and airports received 16% of the total, or \$11.8 million.

Communities are focusing on improvements to existing airports - specifically runway lengths — rather than on building more airports. Future priorities are: widening and lengthening runways to a minimum of 3,300 feet; implementing runway surface improvements, adding new lighting, and expanding runway safety areas.

Tug and barge operations based at Unalaska/Dutch Harbor directly affect the six regional villages that depend on barge traffic for almost all their supplies and heating oil. Unalaska also serves as an important freight transshipment center for finished seafood products destined for overseas markets. During the summer, barges bring fuel, construction materials, and large consumer goods to the region. Private companies such as Coastal Transportation and Western Pioneer provide the majority of freight service in the area. Ocean barges from Seattle, Anchorage or Kodiak owned by Horizon Lines, LLC (formally SeaLand) and American President Line also deliver supplies to communities along the coast. Upgrading existing barge facilities and building new facilities could improve water and land-related transportation activities in the area by increasing the frequency of trips in the region with vessels capable of handling more freight.

³⁵ The regional transportation summaries presented here are adapted from the Alaska Economic Information System provided by the Alaska Department of Community and Economic Development at: http://www.dced.state.ak.us/cbd/AEIS/AEIS_Home.htm The summaries of the transportation links and facilities of the localities are adapted from the Alaska Community Data Base maintained by the Alaska Department of Community and Economic Development at: http://www.dced.state.ak.us/cbd/commdb/CF_CIS.htm.

1
2 A brief description of transportation in each of the Aleutians West localities
3 follows:

4
5 **Adak.** Mitchell Field has two 7,800' paved runways at 19' elevation, and a
6 control tower. Scheduled air service is currently provided by PenAir, but Alaska
7 Airlines plans to begin jet service in April 2003. There are three deep-water
8 docks, fueling facilities, approximately 16 miles of paved roads, and other gravel
9 and dirt roads.

10
11 **Atka.** Atka has a State-owned 3,100' lighted gravel runway. Scheduled air
12 services are available twice weekly from Unalaska. Float planes or amphibious
13 planes can be chartered, and land in Nazan Bay. Coastal Transportation
14 provides freight service from May to October, and a BIA barge delivers
15 supplies once per year. A new dock and port facility, operated by the City, were
16 recently completed at the fish processing plant, 5 miles from town.

17
18 **Attu.** Attu is a U.S. Coast Guard Station. The Casco Cove Airport has a 5,800'
19 paved runway, maintained by the Coast Guard. The airstrip is authorized for
20 public use only in an emergency; all others must obtain permission from the U.S.
21 Coast Guard 17th District, located in Juneau (907-392-3315).

22
23 **Nikolski.** Nikolski has a 3,500' unlighted gravel runway which provides
24 passenger, mail and cargo service. The airstrip is owned by the U.S. Air Force. It
25 has no landing or port facilities for ships. Barges deliver cargo once or twice a
26 year.

27
28 **Shemya.** Earekson Air Force Station (Shemya) has been closed. Earekson Air
29 Force Station once maintained a seaplane landing facility. It is restricted to
30 military craft or emergency landings.

31
32 **Unalaska.** Daily scheduled flights serve the community at the State-owned
33 3,900' paved runway. A seaplane base is also available. The State ferry operates
34 semi-monthly from Kodiak between April and October. There are ten major docks
35 in Unalaska and the City operates three. A refurbished World War II sub dock
36 offers ship repair services. The International Port of Dutch Harbor serves fishing
37 vessels and shipping with 5,200 feet of moorage and 1,232 feet of floating dock.
38 The small boat harbor provides 238 moorage slips. The Corps of Engineers plan
39 to make harbor improvements and to develop a second small boat harbor in
40 South Channel, Iliuliuk Bay, called "Little South America." A \$9 million 500-ft.
41 extension to the Marine Center dock is substantially complete.

1 **Subpart (a)(ii). Upper Tanana Basin Model Borough**

2
3 The Upper Tanana Model Borough lacks ports and rail connections and relies
4 instead on road and air linkages. Fairbanks International Airport serves as the
5 regional air hub.

6
7 Mail and perishable food typically move by air and the U.S. Postal Service
8 Bypass Mail program provides most of the freight and passenger service. Bulkier,
9 heavier materials like dry goods, fuel, and building materials arrive by road. The
10 City of Eagle is located on the Taylor Highway 12 miles west of the Alaska-
11 Canadian border.

12
13 The Upper Tanana Basin Model Borough Boundaries encompass nineteen
14 settlements. These include Chicken (population 17); Alcan Border (population
15 21); Eagle (population 129); Dot Lake (population 19); Delta Junction (population
16 840); Tok (population 1,393); Deltana (population 1,570); Healy Lake (population
17 37); Northway Junction (population 72); Northway (population 95); Northway
18 Village (population 107); Big Delta (population 749); Eagle Village (population
19 68); Fort Greely (population 461); Mentasta Lake (population 142); Tanacross
20 (population 140); Dry Creek (population 128); Dot Lake Village (population 38);
21 and Dot Lake (population 19).

22
23 **Chicken.** Chicken is accessible by road, from Tok via the Taylor Highway, or
24 Dawson City in the Yukon Territory via the Top of the World Highway only during
25 the summer months.

26
27 **Alcan Border.** The Alaska-Canada Highway connects Alaska through
28 Whitehorse, Yukon, Canada to the continental United States, and through Tok to
29 Fairbanks or Anchorage. An airstrip is available.

30
31 **Eagle.** Eagle has summer only access to the state highway system and Canada
32 via the Taylor ("Top of the World") Highway. A State-owned 4,500' gravel airstrip
33 exists, and the majority of the flights originate from Fairbanks and Tok. Float
34 planes land on the Yukon River. There is no dock, but a public boat landing is
35 available. During the summer, a ferry is available between Dawson City, Canada
36 and Eagle on the Yukon River.

37
38 **Dot Lake.** Dot Lake lies along the Alaska Highway. Commercial truck or buses
39 deliver supplies. Delta Junction and Tok are closest communities with public
40 airstrips and recently, a privately owned runway in Dot Lake was converted to a
41 helicopter landing pad. Snowmachines and ATVs are used for local
42 transportation. Dot Lake located over two miles from the Tanana, is only is
43 accessible by road. Residents use riverboats for fishing and hunting.

44
45 **Delta Junction.** Delta Junction is accessible by the Alaska and Richardson
46 Highways. Buses provide transportation to Fairbanks and Whitehorse. The City

1 Airport includes a rudimentary 2,400' grass/dirt runway and charter flight services
2 are available. The runway is adjacent to housing subdivision and is constrained
3 on both ends by the Richardson Highway and Trans-Alaska Pipeline. The
4 runway does not meet FAA standards. Moreover, there is no room for safety
5 improvements or expansion. There are five other privately-owned airstrips in the
6 vicinity. Consideration is presently being given to a joint civilian/military use of
7 Allen Army Airfield at Fort Greely. The possibility of a railroad spur to Fort Greely
8 is also under consideration.

9
10 **Tok.** Tok is directly accessible to Anchorage and Fairbanks because of its
11 location at the junction of two highways (the Richardson and the Glenn/Tok
12 Cutoff.) Tok is the first stop for visitors in Alaska arriving via the Alaska Highway.
13 Bus services are available to Anchorage and Fairbanks, and most freight is
14 delivered by truck. Recently, the Tok Airport gravel runway was lengthened to
15 3,000', paved and lighted. A 2,510' paved runway is also available at Tok
16 Junction. There are two additional private airstrips in the vicinity.

17
18 **Deltana.** Deltana is accessible by the Alaska and Richardson Highways.
19 Scheduled bus service provides transportation to Fairbanks and Whitehorse.
20 Delta Junction's airstrip and five other privately owned airstrips nearby provide air
21 support services to the community. Snowmobiles are used for recreation.

22
23 **Healy Lake.** Healy Lake at Big Delta is east of the Richardson Highway. Lacking
24 direct road access, the community relies instead on boat traffic along the Tanana
25 River.

26
27 **Northway Junction.** Northway Junction, located along the Alaska Highway has
28 scheduled bus and trucking services. Residents make use of an asphalt runway
29 at nearby Northway where regularly scheduled flights and charter services are
30 available to Fairbanks.

31
32 **Northway.** An unpaved road connects Northway to the Alaska Highway. by.
33 Scheduled bus service is available, and commercial trucking services deliver
34 most freight to the community. There is a State-owned 5,100' asphalt runway, a
35 Federal Aviation Administration station, and a U.S. Customs office. Scheduled
36 commercial flights and charter services are available to Fairbanks. .

37
38 **Big Delta.** The community of Big Delta located along the Richardson Highway,
39 uses the airstrip at nearby Delta Junction for chartered or private aircraft access.

40
41 **Eagle Village.** Eagle Village has access to the Alaska and Canada road
42 systems during summer months via the Taylor ("Top of the World") and Klondike
43 Highways. Airport services are available nearby at the City of Eagle.

1 **Fort Greely.** The Richardson Highway provides access to Fairbanks and the
2 statewide road system. The Allen Airfield has a 7,500' asphalt runway, but is
3 restricted to military aircraft. Consideration is presently being given to a joint
4 civilian/military use of Allen Airfield. The possibility of a railroad spur from Delta
5 Junction to Fort Greely is also under consideration.

6
7 **Mentasta Lake.** A six-mile spur road connects Mentasta Lake to the Tok Cutoff
8 and the Glenn Highway. There is a small airstrip at Mentasta Lodge.

9
10 **Northway Village.** An unpaved road connects Northway Village to the Alaska
11 Highway. . Scheduled bus and truck service is available. Nearby at Northway
12 there is an asphalt runway where scheduled flights and charter service to
13 Fairbanks is available.

14
15 **Tanacross.** Tanacross located a mile north of the Alaska Highway, has
16 scheduled bus service available out of Tok. A 5,100 foot paved runway owned by
17 the U.S. Bureau of Land Management provides flights to Fairbanks.

18
19 **Dry Creek.** Dry Creek is located along the Alaska Highway. The nearest
20 runways are found at Delta Junction and Tok.

21
22 **Dot Lake Village.** Dot Lake located along the Alaska Highway, has bulk supplies
23 delivered by commercial truck or bus service. Air service facilities are available
24 at Delta Junction and Tok. Locally, snowmachines and ATVs are used for
25 transportation. Dot Lake located over two miles from the Tanana, is inaccessible
26 by water. A few residents own riverboats for fishing and hunting.

27
28 **Tetlin.** Road access to Tetlin is seasonal, occurring only during the summer
29 months. Tetlin is also accessible by riverboat. Many residents own skiffs,
30 snowmachines and automobiles. The village owns and maintains a 1,700' turf
31 airstrip where scheduled and charter flights are available from Tok. Bulk freight
32 is delivered by plane or by road from Tok during the summer.

33 34 ***Subpart (a)(iii). Copper River Basin Model Borough***

35
36 The Copper River Basin Model Borough encompasses eighteen localities.
37 These are Paxson (population 43); Tazlina (population 149); Silver Springs
38 (population 130); Copperville (population 179); Slana (population 124); Willow
39 Creek (population 201); Gakona (population 215); Glennallen (population 554);
40 McCarthy (population 42); Copper Center (population 362); Gulkana (population
41 88); Tonsina (population 92); Kenny Lake (population 410); Chistochina
42 (population 93); Mendeltna (population 63); Chitina (population 123); Nelchina
43 (population 71) and Tolsana (population 27). Brief descriptions of transportation
44 links in each of the Copper River Basin localities follows:
45

1 **Paxson.** Paxson Lodge owns and maintains a 2,800' gravel airstrip, and float
2 planes can land at Summit Lake. The Richardson Highway provides access to
3 Anchorage or Fairbanks. The Denali Highway provides summer access to
4 Cantwell and the Denali Park.

5
6 **Tazlina.** The Richardson and Glenn Highways provide access to Anchorage or
7 Fairbanks.

8
9 **Silver Springs.** The Richardson Highway connects to all major population areas
10 of the state year-round. Silver Springs residents have access to the nearby
11 State-owned airport at Gulkana. They may also use the privately-owned airport
12 at Glennallen.

13
14 **Copperville.** Copperville is located along the Richardson Highway, which
15 connects the area to the remainder of the state. Airstrips are nearby, at Copper
16 Center, Glennallen and Gulkana.

17
18 **Slana.** Slana has road access to the statewide system by the Glenn and
19 Richardson Highways. Individual adjacent lots have no roads and owners must
20 hike through other's private property. The nearest public airstrip is south, at
21 Chistochina. A 900' gravel private airstrip has been constructed at Duffy's
22 Tavern.

23
24 **Willow Creek.** The Richardson Highway provides year-round access to
25 Anchorage, Fairbanks and outside of Alaska. Airstrips are located nearby in
26 Copper Center and Glennallen. Willow Creek residents have access to the
27 nearby State-owned airport at Gulkana. They may also use the privately-owned
28 airport at Glennallen.

29
30 **Gakona.** The Glenn Highway provides year-round access to Anchorage. The
31 Glenn/Tok Cutoff provides a short-cut to Tok, Northway, and the Alaska
32 Highway. The Richardson Highway provides access to Valdez. A 5,000' paved
33 runway is available at nearby Gulkana.

34
35 **Glennallen.** Glennallen is the business hub of the Copper River region. The
36 Glenn Highway provides year-round access to Anchorage. The Glenn/Tok Cutoff
37 provides a short-cut to Tok, Northway, and the Alaska Highway. The Richardson
38 Highway provides access to Valdez. Brenwick's Airport provides public air
39 access. The 2,070' turf airstrip is owned and operated by Copper Basin District,
40 Inc. State highway maintenance and federal offices are in Glennallen.

41
42 **McCarthy.** McCarthy is accessible from the Richardson and Edgerton Highways.
43 The 58-mile McCarthy Road starts in Chitina and continues into the Park and is
44 maintained seasonally during the summer. A footbridge was completed in 1997
45 across the Kennicott River replacing a hand tram used by locals for years. The
46 Alaska Department of Transportation is currently conferring with community

residents about the prospect of constructing additional trails in the area. There are two gravel airstrips in the vicinity. The Jake's Bar airstrip is 1,650'; McCarthy No. 2 is 3,500'. The May Creek Airport, across the Nizina River from McCarthy, is currently under expansion. McCarthy has twice weekly air service from Anchorage and Gulkana.

Copper Center. The Richardson Highway connects Copper Center to Anchorage, Fairbanks and outside year-round. A State-owned 2,500' gravel airstrip provides for chartered flights and general aviation.

Gulkana. The Richardson Highway passes close by the village and is maintained year-round. A State-owned 5,000' paved runway is available at the Gulkana Airport. Gulkana has twice weekly air service from Anchorage.

Tonsina. The Richardson Highway connects Tonsina to the remainder of the state road system. A State-owned airstrip is available at Upper Tonsina, and other airstrips are in the vicinity.

Kenny Lake. From the Edgerton Highway, Kenny Lake has access to the entire state road system. Landing strips are available nearby for general aviation.

Chistochina. Chistochina is accessible year-round by the Glenn and Richardson Highways. Small aircraft may land at a State-owned 2,060' turf/gravel airstrip.

Mendeltna. The community lies on the Glenn Highway and accesses the statewide road system. There are several airstrips in the area, and air taxi services are available.

Chitina. The Edgerton Highway and Richardson Highway link Chitina with the rest of the state road system. The State owns the Chitina Airport, with a 2,850' gravel airstrip, located five miles north of the Chitina core area along the Edgerton Highway.

Nelchina. The community lies on the Glenn Highway and accesses the statewide road system. There are several airstrips in the area. Snowmachining is a prevalent local means of transportation.

Tolsona. The community lies on the Glenn Highway and accesses the statewide road system. There are several airstrips in the area, and air taxi services are available. A floatplane base is available on Tolsona Lake.

Subpart (a)(vi). Prince William Sound Model Borough

The Prince William Sound Model Borough boundaries encompass five settlements. These are Valdez (population 4,336); Whittier (population 182); Cordova (population 2,454); Chenega Bay (population 86); and Tatitlek

(population 107). The region has connections to the Alaska Highway system, the Alaska Railroad, and the Alaska Marine Highway System. The City of Valdez is the southern terminus of the Trans-Alaska Oil Pipeline and serves as the area's regional transportation hub. Regularly scheduled jet service to Cordova provides daily passenger and freight services to domestic and international destinations. Road connections to Alaska's Highway System are at Valdez via the Richardson Highway, and Whittier via the Whittier Access Road and the Anton Anderson Tunnel.

Recent innovations in rail/barge service to Alaska are expected to increase the volume of freight arriving from U.S. ports through the Port of Whittier. Railcars loaded onto rail-equipped barges leave Seattle once a week, year-round. At Whittier, the Alaska Railroad unloads rail cars and routes them to destinations from Whittier and Seward (a port facility outside the region) north to Fairbanks.

The most important transportation projects underway are improvements to the Alaska Marine Highway System. However, air, rail and road transportation will continue to grow in importance.

Between 1994 and 2002, the Valdez-Cordova area received \$135 million for transportation-related capital improvement projects. Roads received 90%, or \$122 million, ports and harbors received 8%, or \$10.5 million, and airport projects received 2%, or \$2.6 million. Discussion of the transportation features of the five settlements in the Prince William Sound Model Borough boundaries follows.

Valdez. The Richardson Highway provides road access to Valdez from Anchorage, Fairbanks and Canada. Port Valdez is ice-free year round and is navigated by hundreds of ocean-going oil cargo vessels each year. During the summer the Alaska Marine Highway provides service Whittier, Cordova, Kodiak, Seward and Homer and to Cordova only in the winter. Valdez has the largest floating concrete dock in the world, with a 1,200' front and water depth exceeding 80'. Numerous cargo and container facilities are present in Valdez.

A small harbor accommodates 546 commercial fishing boats and recreational vessels. Boat launches and haul-out services are available. Both barges and trucking services deliver cargo to Valdez. The airport includes a 6,500' paved runway, instrument landing system, and control tower, and is operated by the State. A State-owned seaplane base is available at Robe Lake.

Whittier. Whittier's marine facilities include an ice-free port, a 70-foot city dock, a small boat harbor with slips for 360 commercial, recreation and charter vessels. Whittier is served by road, rail, ferry, boat and aircraft. A \$70 million road connection to Portage was completed in 2000. The State-owned 1,480' gravel airstrip accommodates charter aircraft, and a City-owned seaplane dock is available for passenger transfer.

Marine charters are available for Prince William Sound sightseeing. Tour boats transfer visitors to and from Anchorage from Whittier by bus.

Cordova. Harbor facilities include a breakwater, dock, 500-slip small boat harbor, boat launch, boat haul-out, a ferry terminal, and marine repair services. A 48-mile gravel road provides access to the Copper River Delta. Plane or boats provide the principal means of travel to Cordova. Cordova is linked directly to the North Pacific Ocean shipping lanes via the Gulf of Alaska and receives year-round barge and Alaska Marine Highway System service. The Merle K. "Mudhole" Smith Airport at mile 13 is State-owned and operated, with a 7,500' asphalt runway and 1,900' gravel crosswind runway. The State-owned and City-operated Cordova Municipal Airport has a 1,840' gravel runway. Daily scheduled jet flights and air taxis are available. Float planes land at the Lake Eyak seaplane base or the boat harbor. Plans for a highway up the Copper River to connect with the statewide road system remain controversial.

Chenega Bay. Chenega has an airstrip and a seaplane landing area. They also have a small boat harbor. Chenega Bay has a dock big enough to accommodate oil spill response boats and the ferry. However, the ferry does not currently provide regular service to Chenega Bay.

Tatitlek. Tatitlek has a State-owned 3,700' lighted gravel airstrip and a seaplane landing area; air charters are available from Valdez and Cordova. Boats are the primary means of local transportation. Tatitlek has a dock big enough to accommodate oil spill response boats and the ferry. However, the ferry does not currently provide regular service to Tatitlek.

Subpart (a)(v). Glacier Bay Model Borough

The Glacier Bay model boundaries extend from northern Chichagof Island to Cape Fairweather. The region is isolated and dependent on barge services for marine freight. Passenger service throughout the region utilizes air transportation and the Alaska Marine Highway System.

The most important infrastructure projects are the improvements to the Alaska Marine Highway System. The Glacier Bay Model Borough Boundaries encompass six settlements.

These are Pelican (population 163); Whitestone Logging Camp (population 116); Gustavus (population 429); Tenakee Springs (population 104); Hoonah (population 860); Elfin Cove (population 32); and Game Creek (population 35). Brief descriptions of transportation in each of the Glacier Bay Model Borough localities follows:

1 **Pelican.** Pelican is dependent on floatplanes and the Alaska Marine Highway for
2 travel. Facilities include a State-owned seaplane base, a small boat harbor, dock,
3 and State ferry terminal. The ferry provides semi-monthly departures during the
4 summer, and once a month during the winter. Cargo barges deliver goods on a
5 similar schedule.

6
7 **Whitestone Logging Camp.** An airport and access to the Alaska Marine
8 Highway are available at nearby Hoonah.

9
10 **Gustavus.** The State-owned jetport has a 6,700' asphalt runway currently
11 undergoing major improvements. Float planes land at nearby Bartlett Cove. Air
12 traffic is relatively high during peak summer months, and several cruise ships
13 include nearby Glacier Bay in their itinerary. There is a 10-mile road connecting
14 Bartlett Cove with the airport. Freight arrives by barge.

15
16 **Tenakee Springs.** Tenakee Springs is dependent on seaplanes and the Alaska
17 Marine Highway for transport. The City owns a seaplane base and heliport, and
18 scheduled or chartered floatplanes are available from Juneau.

19
20 The Alaska Marine Highway system provides passenger transportation only,
21 since there are no vehicle landing facilities or local roads in Tenakee. Barges
22 deliver fuel and goods six times a year. The marine facilities include a small boat
23 harbor and ferry terminal. Snyder's Mercantile owns a fuel dock. There is a 3-
24 mile-long main street. Local transportation is primarily by bicycle or ATV.

25
26 **Hoonah.** Hoonah is dependent on air transportation for movement of light freight
27 and passengers. The State owns and operates an airport with a 3,000' paved
28 runway and a seaplane base both served by scheduled small aircraft from
29 Juneau. State ferry terminal and harbor/dock areas are available. Freight arrives
30 by barge or plane. There is an extensive logging road system on northwest
31 Chichagof Island.

32
33 **Elfin Cove.** A State-owned seaplane base is available and the Alaska Marine
34 Highway serves nearby Pelican. Freight arrives by plane or boat, and skiffs are
35 the primary means of local transportation.

36
37 **Game Creek.** Transportation services are provided by nearby Hoonah where an
38 airport, ferry landing, seaplane dock and harbor are available.

39
40 ***Subpart (a)(vi). Chatham Model Borough.***

41
42 The Chatham Model Borough encompasses three localities extending from the
43 northwest Kupreanof Island to north Admiralty Island. These are Kake
44 (population 710); Angoon (population 572); and Cube Cove (population 72).
45 The area lacks direct road access to the outside world. The settlements are

isolated and depend on barge services for marine freight and the Alaska Marine Highway System for passenger service.

Air transportation is the chief means of moving people throughout the region. The City and Borough of Juneau serves as the transportation hub for the northern Southeast Alaska, including the Chatham region.

A brief description of transportation facilities in Chatham localities follows.

Kake. Kake can be reached by air and sea. There is daily scheduled air taxi service between Juneau and Kake, and weekly scheduled service between Kake and Petersburg. Charter air service is also available between Kake and other communities. Kake has a State-owned 4,000' lighted paved runway west of the community, and a seaplane base at the City dock. State ferry and barge services are available. Facilities also include a small boat harbor, boat launch, deep-water dock and State ferry terminal. There are about 120 miles of logging roads in the Kake area, but no connections to other communities on Kupreanof Island. Most flights to and from Kake currently go through Juneau. For example, L.A.B. Flying Service has daily scheduled flights to Juneau, but only has scheduled service to Petersburg once per week.³⁶

Angoon. Angoon is accessible only by floatplane or boat. Scheduled and charter floatplane services are available from the State-owned seaplane base on Kootznahoo Inlet. Angoon's facilities also include a deep draft dock, a small boat harbor, and State ferry terminal. Freight arrives by barge and ferry. Scheduled flights to Angoon originate in Juneau.³⁷

Cube Cove. Float planes and boats provide transportation to the Cove, although there are no facilities.

Subpart (a)(vii). Prince of Wales Model Borough

The Prince of Wales Model Borough boundaries encompass thirteen localities. These are Edna Bay (population 49); Whale Pass (population 58); Coffman Cove (population 199); Thorne Bay (population 557); Craig (population 1,397); Kasaan (population 39); Hollis (population 139); Naukati Bay (population 135); Port Alexander (population 81); Klawock (population 854); Point Baker (population 35); Port Protection (population 63); and Hydaburg (population 382).

Prince of Wales Island has no direct road links to the outside world. Communities on Prince of Wales Island rely on scheduled and chartered air service and the Inter-Island Ferry Authority for transportation, and on marine

³⁶ Personal communication, L.A.B. Flying Service Kake office, January 14, 2002.

³⁷ Personal communication, Wings of Alaska Angoon office, January 14, 2002.

1 barges for freight service. An extensive road system connects island
2 communities to each other and to air and marine transportation facilities.

3
4 The most important transportation infrastructure projects have been
5 improvements to the Alaska Marine Highway System ferry terminal, creation of
6 the Inter-Island Ferry Authority, with daily runs between Hollis and Ketchikan,
7 and continued upgrade of the road system to state secondary standards.

8
9 Between 1994 and 2000, the Prince of Wales-Outer Ketchikan Area received \$35
10 million for transportation-related capital improvement projects. Ports and harbors
11 received 61%, or \$21 million, roads received 25%, or \$8.5 million, and airport
12 projects received 14%, or \$4.7 million.

13
14 **Edna Bay.** Transportation and cargo services are provided by floatplane or boat
15 from Craig, Ketchikan or Petersburg. Edna Bay has a dock and harbor with a
16 breakwater , and the community is not connected to the Prince of Wales Island
17 road system.

18
19 **Whale Pass.** The community is connected to the Island road system and has
20 access to the Alaska Marine Highway System from Hollis. Float planes and boats
21 are a common mode of transportation. The Whale Pass Homeowner's
22 Association operates the State-owned seaplane base, dock, and small boat
23 harbor.

24
25 **Coffman Cove.** The State ferry landing at Hollis provides access to the Prince of
26 Wales Island road system. A State-owned seaplane base is available, and
27 Taquan and Ketchikan Air provide daily scheduled air service from Ketchikan.
28 The nearest landing strip is in Klawock. A boat launch and dock are available.
29 Freight arrives by cargo plane, barge, ship and by road from Craig. Coffman
30 Cove is the northern terminus of the Inter-Island Ferry Authority. Construction of
31 the M/V Stikine will start in 2003, with service planned on the Coffman Cove-
32 Wrangell-Petersburg route in the summer of 2004. The road to Coffman Cove is
33 scheduled for upgrade to state secondary road standards beginning in 2003 and
34 projected to be completed by 2006.

35
36 **Thorne Bay.** Access to Thorne Bay occurs by float plane, airport facilities at
37 Klawock, via the Alaska Marine Highway service at Hollis. Marine facilities
38 include a breakwater, dock, small boat harbor and grid, boat launch and State-
39 owned seaplane base. Freight arrives by cargo plane, barge, ship and truck.
40 Adjacent logging roads provide access to other Prince of Wales Island
41 communities. The road from Thorne Bay to Control Lake has been upgraded to
42 state secondary road standards and is scheduled for paving in 2003. The
43 community has worked to develop a deepwater industrial park at Tolstoi Bay.

1 **Craig.** Scheduled air transportation to Ketchikan is available from the nearby
2 Klawock airport. A State-owned seaplane base at Klawock Inlet and a U.S.
3 Coast Guard heliport are maintained in Craig. The State ferry serves the
4 community of Hollis located 30 miles away bringing passengers, cargo and
5 vehicles to the Island. Marine facilities include two small boat harbors, one at
6 North Cove and the other at South Cove; a small transient float and dock in the
7 downtown area, and a boat launch ramp at North Cove. The J.T. Brown Marine
8 Industrial Center is under development on False Island, on the north side of Crab
9 Bay. The facility will include a dock and boat launch. Community freight arrives in
10 nearby Hollis by cargo plane, barge, and ferry. A paved road connects Hollis,
11 Craig, Klawock (including the airport), and east to Control Lake. In 1997, three
12 miles of new pavement were completed on the northbound road, and additional
13 paving is planned.

14
15 **Kasaan.** Kasaan relies on a State-owned seaplane base for float plane access,
16 charter flights, and airfreight services from Ketchikan. There is a dock at the old
17 cannery site, and a small boat harbor. Freight is delivered by cargo plane or
18 barge. The community has requested funds to develop a breakwater, deep-sea
19 port, and industrial park at Tolstoi Bay. A new 5.5-mile road to Thorne Bay is
20 under construction.

21
22 **Hollis.** Hollis is the location of the Inter-island Ferry Authority terminal for the
23 east side of Prince of Wales Island. At nearby Clark Bay, a State-owned
24 seaplane base, harbor, dock and boat launch facilities are available. An airstrip is
25 located at nearby Klawock and the Island communities are connected by a road
26 system that is being upgraded to state secondary road status. Paved roads
27 connect Craig, Klawock, Hollis, and Hydaburg and will soon include Thorne Bay.

28
29 **Naukati Bay.** Naukati is accessed primarily by floatplane or via the island road
30 system.

31
32 **Port Alexander.** Transportation is by float plane and boat. A State-owned
33 seaplane base is available. Passengers can fly on the mail floatplane from Sitka
34 or can charter flights from Sitka, Petersburg, Wrangell and Juneau. The facilities
35 include a breakwater, dock and small boat harbor for moorage. There are no
36 roads; skiffs are used for local transportation. A freight boat delivers lumber and
37 other goods each summer. Most families purchase groceries and other items
38 from outside of the community.

39
40 **Klawock.** Klawock is dependent on air transportation from Ketchikan, and is
41 connected by the Island road system to other communities. The only airstrip on
42 Prince of Wales Island is located here, with a 5,000' paved runway. A seaplane
43 base is operated by the State on the Klawock River. Daily ferry transportation to
44 Ketchikan is available at Hollis, 23 miles away. Klawock has a small boat harbor
45 and boat launch ramp. A deep draft dock is located at Klawock Island, which is
46 primarily used for loading timber. Freight arrives by cargo plane, barge and truck.

Point Baker. Point Baker is accessible only by air and water. A State-owned seaplane base and heliport serves chartered flights from Ketchikan and Wrangell. The community has a dock and boat harbor. Barges deliver cargo from Wrangell. There is no direct access to the Prince of Wales road system, however, residents boat to the road terminus at Labouchere Bay, where some leave vehicles for travel to other island locations.

Port Protection. The community is accessible only by air and water. A State-owned seaplane base is available. Freight arrives by chartered boat or floatplane. Skiffs are used for local travel, and there is a boat harbor and launch ramp. Port Protection does not have direct access to the Prince of Wales road system, however, residents boat to the road terminus at Labouchere Bay, where some leave vehicles for travel to other island locations. Residents travel to Point Baker for mail.

Hydaburg. The State owns and operates a seaplane float in Hydaburg, an FAA-designated approach and scheduled flights from Hydaburg connect in Ketchikan. An emergency heliport is also available. Marine facilities include a City owned dock and small boat harbor; and plans are being made to construct a breakwater and boat launch. Hydaburg is linked by road to the Inter-Island Ferry terminal in Hollis, where daily ferry service to Ketchikan is available. Hydaburg is also connected by paved road to Craig and Klawock and by gravel road to other island communities. Weekly barge service from Seattle delivers goods, and bulk cargo via the Alaska Marine Highway is then trucked to Hydaburg.

Subpart (a)(viii). Wrangell-Petersburg Model Borough

Wrangell-Petersburg Model Borough Boundaries Area is located in Southeast Alaska along the Alaska Inside Passage about 150 miles south of Juneau. The region comprises six small communities, including the cities of Petersburg, on the north end of Mitkof Island, and Wrangell on the northwest tip of Wrangell Island at the mouth of the Stikine River, and the City of Kupreanof. No roads link the communities with each other. The region is only accessible by air and water.

The City of Petersburg and the City of Wrangell each serve as air transportation hubs for surrounding communities. Air transportation, both jet and fixed wing, provides daily passenger and freight services to domestic and international destinations. The Alaska Marine Highway System provides the area with passenger service and barges shuttle marine freight. The region depends on ports, harbors, and barge transfer sites for the delivery of wood products and seafood to global markets. There is no deep-water dock for large ships in Petersburg.

The most important infrastructure projects are improvements to the Alaska Marine Highway System and the construction of terminals for the Inter-Island

Ferry Authority, which is scheduled to begin daily service between Coffman Cove, Wrangell and Petersburg in 2004. Between 1995 and 2002, Wrangell-Petersburg area received \$56 million for transportation-related capital improvement projects. Ports and harbors received 61%, or \$34 million; roads received 31% or \$17 million, and airport projects received 8%, or \$4.6 million. The Wrangell-Petersburg Model Borough encompasses four localities. These are Kupreanof (population 23); Petersburg (population 3,224); Wrangell (population 2,308); and Thom's Place (population 22). A brief description of transportation patterns in each of those localities follows:

Kupreanof. Small boats are the primary means of transportation to and from Kupreanof. Boat travel to Petersburg provides connection to that City's transportation services, including jet flights and the State ferry. Float planes can land at Government dock, but it is not a designated seaplane dock. There are no harbor facilities. A trail system provides designated access within the city.

Petersburg. Petersburg is reached by air and water. It is on the mainline State ferry route. The State-owned James A. Johnson Airport and Lloyd R. Roundtree Seaplane Base (on the Wrangell Narrows) allow for scheduled jet and float plane services. The runway is paved, at 6,000'. Harbor facilities include three docks, two petroleum wharves, two barge terminals, three boat harbors with moorage for 600 boats, a boat launch and boat haul-out. Freight arrives by barge, ferry or cargo plane. There is no deep-water dock for large cruise ships.

Wrangell. The City is accessible by air and water. The State-owned 6,000' paved lighted runway enables jet service. A seaplane base is adjacent to the runway. Scheduled air taxi services are also available. The marine facilities include a breakwater, deep draft dock, State ferry terminal, two small boat harbors with 498 slips, and boat launch. The City of Wrangell plans to construct a 1,400-foot breakwater pending final congressional approval of funds. The second phase of the project would construct a harbor able to accommodate up to 280 vessels. Freight arrives by barge, ferry and cargo plane.

Thom's Place. The community is approximately one mile from a seasonal Forest Service road that is connected to the State highway into Wrangell. Residents have access to Wrangell's airport, seaplane base, State ferry service, and port with moorage.

Subpart (b). Communications.

This part of the report presents an overview of communications in the eight unorganized areas under review (subparts (b)-(i)).³⁸

³⁸ The regional transportation summaries presented here are adapted from the Alaska Economic Information System provided by the Alaska Department of Community and Economic Development at: http://www.dced.state.ak.us/cbd/AEIS/AEIS_Home.htm The summaries of the transportation links and facilities of the localities are adapted from the Alaska Community Data

Subpart (b)(i) Aleutians West Model Borough

The Aleutians West Model Borough extends westerly from the western boundary of the Aleutians East Borough to the end of the Aleutians Islands. The Aleutians West Model Borough encompasses six localities. These are Adak (population 316); Atka (population 92); Attu Station (population 20); Nikolski (population 39); Shemya (population 27); and Unalaska (population 4,283).

A brief description of communications in Aleutians West localities follows:

Adak

In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom; GCI
Internet Service Provider	Core Communications (www.corecom.net)
TV Stations	ARCS
Radio Stations	None
Cable Provider	Adak Cablevision
Teleconferencing	None

Atka

In-State Phone:	ACS of the Northland
Long-Distance Phone:	AT&T Alascom
Internet Service Provider:	None
TV Stations:	ARCS
Radio Stations:	None
Cable Provider:	Atxam Village Corp.
Teleconferencing:	Alaska Teleconferencing Network

Attu. Attu is a U.S. Coast Guard Station. Communications to Attu are maintained by the Coast Guard.

Nikolski

In-State Phone:	ACS of the Northland
Long-Distance	Phone: AT&T Alascom
Internet Service Provider:	
TV Stations:	ARCS
Radio Stations:	None
Cable Provider:	Nikolski IRA Council
Teleconferencing:	Alaska Teleconferencing Network

Shemya. Earekson Air Force Station (Shemya) was been closed. It is restricted to military aircraft. Communications to Shemya are through the United States Air Force.

Unalaska

In-State Phone:	Interior Telephone Co./TelAlaska
Long-Distance Phone:	AT&T Alascom; GCI; Interior
Telephone:	TelAlaska
Internet Service Provider:	Arctic.Net/TelAlaska, Inc. (www.arctic.net); GCI (www.gci.net)
TV Stations:	ARCS; KIAL; K081W (low power TV)
Radio Stations:	KIAL-AM; KSKA-FM
Cable Provider:	Eyecom, Inc./TelAlaska
Teleconferencing:	Alaska Teleconferencing Network; Dillingham Legislative Information Office
Newspapers:	<i>Dutch Harbor Fisherman</i>

Subpart (b)(ii) Upper Tanana Basin Model Borough

The Upper Tanana Basin Model Borough Boundaries encompass nineteen settlements. These include Chicken (population 17); Alcan Border (population 21); Eagle (population 129); Dot Lake (population 19); Delta Junction (population 840); Tok (population 1,393); Deltana (population 1,570); Healy Lake (population 37); Northway Junction (population 72); Northway (population 95); Big Delta (population 749); Eagle Village (population 68); Fort Greely (population 461); Mentasta Lake (population 142); Northway Village (population 107); Tanacross (population 140); Dry Creek (population 128); Dot Lake Village (population 38); and Dot Lake (population 19). Communications in the regional settlements are briefly described as follows.

Chicken. None listed.

Alcan Border

In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Stations	None
Radio Stations	None
Cable Provider	None

1

Eagle	
In-State Phone	North Country Telephone Co./AP&T
Long-Distance Phone	AT&T Alascom
Internet Service Provider	Alaska Power & Telephone Company (www.aptalaska.net); School Only - GCI (www.gci.net)
TV Stations	ARCS
Radio Station	None
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network; Tok Legislative Information Office

2

3

Dot Lake. None listed.

4

Delta Junction	
In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom; GCI; ACS
Long Distance Internet Service Provider	Knix.Net
TV Stations	ARCS; KATN; KTVF; KUAC; KYAC
Radio Stations	KJNP-AM; AFRTS; KUAC-FM
Cable Provider	Hytec Communications Inc.
Teleconferencing	Alaska Teleconferencing Network; Legislative Information Office
Newspaper	<i>Delta Wind</i>

5

Tok	
In-State Phone	Alaska Telephone Company/AP&T
Long-Distance Phone	AT&T Alascom; Alaska Telephone ACS Internet (www.acsalaska.net); Alaska Power & Telephone Company (www.aptalaska.net); School Only - GCI (www.gci.net)
Internet Service Provider	
TV Station	ARCS
Radio Station	KJNP-AM
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network; Legislative Information Office
Newspaper	<i>Mukluk News</i>

6

7

Deltana. None listed.

1

Healy Lake

In-State Phone	Alaska Telephone Company/AP&T
Long-Distance Phone	AT&T Alascom
Internet Service Provider	School Only - GCI (www.gci.net)

2

Northway Junction

In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Stations	ARCS
Radio Station	None
Cable Provider	None

3

Northway

In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	Alaska Power & Telephone Company (www.aptalaska.net); School Only - GCI (www.gci.net)
TV Stations	ARCS
Radio Station	KCAM-AM
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network; Tok Legislative Information Office

4

Big Delta

In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	
TV Stations	KATN; KTVF; KUAC; KYAC
Radio Stations	KJNP-AM; KUAC-FM; AFRTS
Cable Provider	None

5

Eagle Village

In-State Phone	North Country Telephone Co./AP&T
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Stations	ARCS
Radio Station	None
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network; Tok Legislative Information Office

6

1

Fort Greely	
In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom; GCI
Internet Service Provider	Knix.Net (www.knix.net)
TV Stations	KATN; KTVF; KUAC; KYAC
Radio Stations	KIAK-FM; KCBF-AM; KFAR-AM; KUAC-FM
Cable Provider	GCI Cable, Inc.
Teleconferencing	Alaska Teleconferencing Network

2

Mentasta Lake	
In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom
Internet Service Provider	School Only - GCI (www.gci.net)
TV Station	ARCS
Radio Station	KCAM-AM
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network; Tok Legislative Information Office

3

Northway Village	
In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	
TV Station	ARCS
Radio Station	None
Cable Provider	None
Teleconferencing	

4

Tanacross	
In-State Phone	Alaska Telephone Company/AP&T
Long-Distance Phone	AT&T Alascom
Internet Service Provider	School Only - GCI (www.gci.net)
TV Station	None
Radio Station	None
Cable Provider	None
Teleconferencing	Tok Legislative Information Office

5

1

Dry Creek	
In-State Phone	Alaska Telephone Company/AP&T
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Stations	KUAC; KTVF
Radio Stations	None
Cable Provider	None

2

Dot Lake Village	
In-State Phone	Alaska Telephone Company/AP&T
Long-Distance Phone	AT&T Alascom
Internet Service Provider	School Only - GCI (www.gci.net)
TV Stations	ARCS; KUAC; KYAC; KJNP
Radio Stations	KJNP-AM
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network; Tok Legislative Information Office

3

Tetlin	
In-State Phone	Alaska Telephone Company/AP&T
Long-Distance Phone	AT&T Alascom
Internet Service Provider	School Only - GCI (www.gci.net)
TV Stations	ARCS; KYUK
Radio Station	None
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network; Tok Legislative Information Office

4

Subpart (b)(iii) Copper River Basin Model Borough.

5

6

The Copper Valley Telephone Cooperative offers long-distance and local service in the region. Radio stations KCHU and KMBQ broadcast throughout the Copper River Valley and KCAM radio can be heard in most places in the Valley.

7

8

9

10

Paxson	
In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Stations	ARCS
Radio Stations	KIAK-FM
Cable Provider	None
Teleconferencing	Glennallen Legislative Information Office

11

1

Tazlina

In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom; GCI
Internet Service Provider	Copper Valley Telephone Cooperative, Inc. (www.cvtc.org)
TV Stations	ARCS
Radio Stations	
Cable Provider	None

2

Silver Springs

In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom; GCI
Internet Service Provider	Copper Valley Telephone Cooperative, Inc. (www.cvtc.org)
TV Stations	ARCS
Radio Stations	
Cable Provider	None

3

Copperville

In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom
Internet Service Provider	Copper Valley Telephone Cooperative, Inc. (www.cvtc.org)
TV Stations	ARCS
Cable Provider	None

4

Slana

In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom; GCI
Internet Service Provider	
TV Stations	ARCS
Radio Stations	KCAM-AM
Cable Provider	None
Teleconferencing	Glennallen Legislative Information Office

Willow Creek

In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom; GCI
Internet Service Provider	Copper Valley Telephone Cooperative, Inc. (www.cvtc.org)
TV Stations	ARCS
Radio Stations	KCAM-AM
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network

1

Gakona	
In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom; GCI
Internet Service Provider	Copper Valley Telephone Cooperative, Inc. (www.cvtc.org)
TV Stations	ARCS
Radio Stations	KCAM-AM; KUAC-FM
Cable Provider	None
Teleconferencing	Glennallen Legislative Information Office

2

Glennallen	
In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	GCI; Copper Valley Telephone
Internet Service Provider	Copper Valley Telephone Cooperative, Inc. (www.cvtc.org); GCI (www.gci.net)
TV Stations	ARCS; KIMO
Radio Stations	KXGA-FM; KCAM-AM
Cable Provider	None
Teleconferencing	Legislative Information Office

3

McCarthy	
In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Stations	
Radio Stations	KXKM-FM
Cable Provider	None
Newspaper	<i>Wrangell-St. Elias News</i>

4

Copper Center	
In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom; GCI
Internet Service Provider	Copper Valley Telephone Cooperative, Inc. (www.cvtc.org)
TV Stations	ARCS
Radio Stations	KCAM-AM
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network

5

1

Gulkana	
In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom; GCI
Internet Service Provider	Copper Valley Telephone Cooperative, Inc. (www.cvtc.org)
TV Stations	None
Radio Station	KCAM-AM
Cable Provider	Gulkana Village Council/Ahtna

2

Tonsina	
In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom
Internet Service Provider	
TV Stations	ARCS
Radio Stations	KCAM-AM; KUAM-FM
Cable Provider	None

3

Kenny Lake	
In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom; GCI
Internet Service Provider	Copper Valley Telephone Cooperative, Inc. (www.cvtc.org)
TV Stations	
Radio Stations	KCAM-AM
Cable Provider	None
Teleconferencing	Glennallen Legislative Information Office

4

Chistochina	
In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom
Internet Service Provider	Copper Valley Telephone Cooperative, Inc. (www.cvtc.org)
TV Stations	ARCS
Radio Stations	KCAM-AM
Cable Provider	None
Teleconferencing	Glennallen Legislative Information Office

5

1

Mendeltna	
In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom
Internet Service Provider	Copper Valley Telephone Cooperative, Inc. (www.cvtc.org)
TV Stations	None
Radio Stations	None
Cable Provider	None

2

Chitina	
In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Stations	ARCS
Radio Stations	None
Cable Provider	Community Improvement Association of Chitina (CIAC)
Teleconferencing	Glennallen Legislative Information Office

3

Nelchina	
In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom
Internet Service Provider	Copper Valley Telephone Cooperative, Inc. (www.cvtc.org)
TV Stations	None
Radio Stations	None
Cable Provider	None

4

Tolsona	
In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom
Internet Service Provider	Copper Valley Telephone Cooperative, Inc. (www.cvtc.org)
TV Stations	None
Radio Stations	None
Cable Provider	None

5

6

Subpart (b)(iv) Prince William Sound Model Borough

7

8

The Prince William Sound Model Borough boundaries encompass five settlements. These are Valdez (population 4,336); Whittier (population 182); Cordova (population 2,454); Chenga Bay (population 86); and Tatitlek (population 107).

9

10

11

Discussion of the communications features of settlements in the Prince William Sound Model Borough boundaries follows.

Valdez

In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom; GCI; Copper Valley Telephone
Internet Service Providers	Chugach.Net (www.chugach.net); Copper Valley Telephone Cooperative, Inc. (www.cvtc.org); GCI (www.gci.net); Sinbad Network Communications (www.sinbad.net)
TV Stations	ARCS; KUAC; KYAC
Radio Stations	KVAK-AM/FM; KCHU-AM
Cable Provider	GCI Cable, Inc.
Teleconferencing	Alaska Teleconferencing Network; Legislative Information Office
Newspapers	<i>Valdez Star, Valdez Vanguard</i>

Whittier

In-State Phone	Yukon Telephone Co.
Long-Distance Phone	AT&T Alascom
Internet Service Providers	Core Communications (www.corecom.net); School Only - GCI (www.gci.net)
TV Stations	ARCS; KUAC; KYAC
Radio Station	KCHU-AM
Cable Provider	Supervisions Cable TV
Teleconferencing	Alaska Teleconferencing Network; Valdez Legislative Information Office

Cordova

In-State Phone	Cordova Telephone Cooperative
Long-Distance Phone	AT&T Alascom; GCI
Internet Service Providers	ACS Internet (www.acsalaska.net); Copper Valley Telephone Cooperative, Inc. (www.cvtc.org); GCI (www.gci.net)
TV Stations	ARCS; KUAC; KYAC
Radio Stations	KCDV-FM; KLAM-AM; KCHU-FM
Cable Provider	GCI Cable, Inc.
Teleconferencing	Alaska Teleconferencing Network; Legislative Information Office
Newspapers	<i>Cordova Times</i>

Chenega Bay

In-State Phone	United Utilities Inc.
Long-Distance Phone	AT&T Alascom; United Utilities
Internet Service Provider	Dish Network
TV Stations	ARCS
Radio Station	KCHU-AM
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network; Valdez Legislative Information Office

1

Tatitlek

In-State Phone	Copper Valley Telephone Cooperative
Long-Distance Phone	AT&T Alascom
Internet Service Provider	Dish Network
TV Stations	ARCS
Radio Stations	KCHU-AM; KVAK-AM
Cable Provider	GCI Cable, Inc.
Teleconferencing	Alaska Teleconferencing Network; Valdez Legislative Information Office

2

3 ***Subpart (b)(v) Glacier Bay Model Borough***

4

5 The Glacier Bay model boundaries extend from northern Chichagof Island to
6 Cape Fairweather. The Glacier Bay Model Borough Boundaries encompass six
7 settlements.

8

9 These are Pelican (population 163); Whitestone Logging Camp (population 116);
10 Gustavus (population 429); Tenakee Springs (population 104); Hoonah
11 (population 860); Elfin Cove (population 32); and Game Creek (population 35).
12 Brief descriptions of communications in each of the Glacier Bay Model Borough
13 localities follows:

14

Pelican

In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	ACS Internet (www.acsalaska.net)
TV Stations	ARCS
Radio Stations	KCAW-FM
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network; Sitka Legislative Information Office

15

1

Whitestone Logging Camp	
In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Stations	ARCS
Radio Stations	None
Cable Provider	None

2

Gustavus	
In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	SEAKnet (www.seaknet.alaska.edu)
TV Stations	ARCS
Radio Stations	KTOO-FM
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network; Sitka Legislative Information Office

3

Tenakee Springs	
In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Station	ARCS
Radio Station	KCAW-FM
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network; Sitka Legislative Information Office

4

Hoonah	
In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	Hoonah.Net (www.hoonah.net)
TV Stations	ARCS
Radio Station	KTOO-FM
Cable Provider	Tlingit & Haida Central Council
Teleconferencing	Alaska Teleconferencing Network; Sitka Legislative Information Office

5

1

Elfin Cove

In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Station	ARCS
Radio Station	KINY-AM; KCAW-FM
Cable Provider	None
Teleconferencing	Sitka Legislative Information Off

2

Game Creek

In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Station	ARCS
Radio Station	None
Cable Provider	None
Teleconferencing	None

3

4 Subpart (b)(vi) Chatham Model Borough

5 The Chatham Model Borough encompasses three localities extending from the
6 northwest Kupreanof Island to north Admiralty Island. These are Kake
7 (population 710); Angoon (population 572); Cube Cove (population 72). The
8 area lacks direct road access. The settlements are isolated and depend on
9 barge services for marine freight and the Alaska Marine Highway System for
10 passenger service.

11

12 A brief description of communication facilities in Chatham localities follows.

13

Kake

In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider:	SEAKnet (www.seaknet.alaska.edu); School Only: GCI (www.gci.net)
TV Stations	ARCS; KTOO
Radio Stations	KCAW-FM
Cable Provider	City of Kake
Teleconferencing	Alaska Teleconferencing Network; Sitka Legislative Information Office

14

Angoon

In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	ACS Internet (www.acsalaska.net)
TV Stations	ARCS; KTOO
Radio Stations	KCAW-FM
Cable Provider	Angoon CATV (City of Angoon)
Teleconferencing	Alaska Teleconferencing Network; Sitka Legislative Information Office

Cube Cove

In-State Phone	ACS of the Northland
----------------	----------------------

Subpart (b)(vii) Prince of Wales Model Borough

Prince of Wales Model Borough Model Borough boundaries encompass thirteen localities. These are Edna Bay (population 49); Whale Pass (population 58); Coffman Cove (population 199); Thorne Bay (population 557); Craig (population 1,397); Kasaan (population 39); Hollis (population 139); Naukati Bay (population 135); Port Alexander (population 81); Klawock (population 854); Point Baker (population 35); Port Protection (population 63); and Hydaburg (population 382). Communications in the Prince of Wales Model Borough Boundary area settlements are provided as follows.

Edna Bay

In-State Phone	Alaska Telephone Company/AP&T
Long-Distance Phone	GCI; Alaska Telephone
Internet Service Provider	None
TV Station	None
Radio Station	None
Cable Provider	None

Whale Pass

In-State Phone	Alaska Telephone Company/AP&T
Long-Distance Phone	AT&T Alascom; Alaska Telephone
Internet Service Provider	None
TV Station	ARCS
Radio Stations	KRSA-AM; KSTK-FM
Cable Provider	None
Teleconferencing	

1

Coffman Cove	
In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	Cove Connect (www.coveconnect.com)
TV Stations	ARCS
Radio Stations	KRBD-FM; KRSA-AM
Cable Provider	none
Teleconferencing	Alaska Teleconferencing Network; Sitka Legislative Information Office

2

Thorne Bay	
In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	Alaska Power & Telephone Company (www.aptalaska.net)
TV Stations	ARCS; KTOO
Radio Station	KRBD-FM
Cable Provider	Thorne Bay Community TV, Inc.
Teleconferencing	Alaska Teleconferencing Network; Sitka Legislative Information Office
Newspaper	<i>Island News</i>

3

Craig	
In-State Phone	Alaska Telephone Company/AP&T
Long-Distance Phone	AT&T Alascom; Alaska Telephone
Internet Service Provider	Alaska Power & Telephone Company (www.aptalaska.net)
TV Stations	ARCS
Radio Stations	KRBD-FM; KGTW-FM; KTKN-FM
Cable Provider	Craig Cable TV, Inc.
Teleconferencing	Alaska Teleconferencing Network; Sitka Legislative Information Office

4

Kasaan	
In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Station	ARCS
Radio Stations	KRBD-FM; KTKN-AM
Cable Provider	None
Teleconferencing	Sitka Legislative Information Office

5

1

Hollis	
In-State Phone	Alaska Telephone Company/AP&T
Long-Distance Phone	AT&T Alascom; Alaska Telephone
Internet Service Provider	Alaska Power & Telephone Company (www.aptalaska.net)
TV Station	ARCS
Radio Station	KRBD-FM
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network

2

Naukati Bay	
In-State Phone	Alaska Telephone Company/AP&T
Long-Distance Phone	AT&T Alascom; Alaska Telephone
Internet Service Provider:	
TV Stations	ARCS
Radio Station	KRSA-AM
Cable Provider	None

3

Port Alexander	
In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Station	None
Radio Stations	KCAW-FM
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network; Sitka Legislative Information Office

4

Klawock	
In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	Alaska Power & Telephone Company (www.aptalaska.net)
TV Stations	ARCS; KTOO
Radio Stations	KRBD-FM
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network; Sitka Legislative Information Office

5

1

Point Baker	
In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Stations	ARCS
Radio Stations	KFSK-FM
Cable Provider	None
Teleconferencing	Alaska Teleconferencing Network

2

Port Protection	
In-State Phone	ACS of the Northland
Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Station	ARCS
Radio Stations	KRSA-AM; KFSK-FM
Cable Provider	None
Teleconferencing	Sitka Legislative Information Office

3

Hydaburg	
In-State Phone	Alaska Telephone Company/AP&T
Long-Distance Phone	AT&T Alascom; Alaska Telephone
Internet Service Provider	Alaska Power & Telephone Company (www.aptalaska.net)
TV Stations	ARCS
Radio Stations	KRBD-FM
Cable Provider	Hydaburg Cable TV, Inc. (Village Corp.)
Teleconferencing	Alaska Teleconferencing Network; Sitka Legislative Information Office

4

5

Subpart (viii) Wrangell-Petersburg Model Borough

6

7

The Wrangell-Petersburg Model Borough boundaries area is located in Southeast Alaska along the Alaska Inside Passage about 150 miles south of Juneau. The region includes the City of Petersburg, on the north end of Mitkof Island, and the City of Wrangell, on the northwest tip of Wrangell Island at the mouth of the Stikine River and the City of Kupreanof. No roads link the Census Area communities each other.

12

13

The Wrangell-Petersburg Model Borough encompasses four localities. These are Kupreanof (population 23); Petersburg (population 3,224); Wrangell (population 2,308); and Thom's Place (population 22). A brief description of communications in each of those localities follows:

14

15

16

17

18

Kupreanof

Long-Distance Phone	AT&T Alascom
Internet Service Provider	None
TV Stations	KTOO
Radio Station	KFSK-FM
Cable Provider	None

1

Petersburg

In-State Phone	Alaska Telephone Company/AP&T
Long-Distance Phone	AT&T Alascom; GCI
Internet Service Provider	GCI (www.gci.net); Mitkof.net (www.mitkof.net); SEAKnet (www.seaknet.alaska.edu)
TV Stations	ARCS; KTOO
Radio Stations	KRSA-AM; KFSK-FM
Cable Provider	GCI Cable, Inc.
Teleconferencing	Alaska Teleconferencing Network; Legislative Information Office

2

Wrangell

In-State Phone	Alaska Telephone Company/AP&T
Long-Distance Phone	AT&T Alascom; GCI
Internet Service Provider	Alaska Power & Telephone Company (www.aptalaska.net); GCI (www.gci.net); SEAKnet (www.seaknet.alaska.edu)
TV Stations	ARCS; KTOO
Radio Stations	KSTK-FM; KRSA-AM
Cable Provider	GCI Cable, Inc.
Teleconferencing	Alaska Teleconferencing Network; Wrangell Legislative Information Office

3

4 **Thom's Place.** None listed.

5

6 **Part 4. Natural Geography and Necessary Areas**

7

8 State law (AS 29.05.031(a)(2) and 3 AAC 110.060(a)) requires borough
9 boundaries to conform generally to natural geography and encompass all areas
10 necessary to allow full development of borough services on an efficient, cost-
11 effective level.³⁹

³⁹ AS 29.05.031(a)(2) provides, "An area that meets the following standards may incorporate as a home rule, first class, or second class borough, or as a unified municipality ... (2) the boundaries of the proposed borough or unified municipality conform generally to natural geography and include all areas necessary for full development of municipal services." Additionally,

This part of the report addresses the extent to which the boundaries of the eight model boroughs under review conform to natural geography and include all areas necessary for development of borough services.

Subpart (a). Aleutians West Model Borough.

The eastern boundary of the Aleutians West Model Borough is coterminous with the corporate boundaries of the Aleutians East Borough. The Aleutians West Model Borough encompasses that portion of the Aleutians archipelago extending from Unalaska Island westward to Attu Island. The portion of the archipelago in the Aleutians West Model Borough extends for approximately 950 miles.

The islands in the Aleutians West Model Borough are generally twenty to sixty miles wide. The Bering Sea borders the islands to the north and the Pacific Ocean borders the islands to the south.

Subpart (b). Upper Tanana Basin Model Borough

The Upper Tanana Basin Model Borough is bordered on the north by the Fairbanks North Star Borough and northern edge of the Mertie Mountains. On the east, the region is defined by the Alaska/Canada border.

Southern side of the Alaska Range forms the border of the Upper Tanana Basin Model Borough on the south. The western edge of the Upper Tanana Basin Model Borough is defined by the corporate limits of the Matanuska-Susitna Borough, Denali Borough, and Fairbanks North Star Borough.

Subpart (c). Copper River Basin Model Borough

The southern side of the Alaska Range forms the border of the Copper River Basin Model Borough on the north. On the east, the region is defined by the Alaska/Canada border. On the south, the Chugach Mountains separate the Copper River Basin Model Borough from the Prince William Sound Model Borough. On the west, the limits of the region are coterminous with the eastern corporate boundaries of the Matanuska-Susitna Borough. This region includes the majority of the Wrangell Saint Elias National Park and Preserve.

3 AAC 110.060(a) states that, "The boundaries of a proposed borough must conform generally to natural geography, and must include all land and water necessary to provide the full development of essential borough services on an efficient, cost-effective level. In this regard, the commission may consider relevant factors, including (1) land use and ownership patterns; (2) ethnicity and cultures; (3) population density patterns; (4) existing and reasonably anticipated transportation patterns and facilities; (5) natural geographical features and environmental factors; and (6) extraterritorial powers of boroughs.

Subpart (d). Prince William Sound Model Borough

The northern boundary of the Prince William Sound Model Borough is defined by the Chugach Mountains and corporate boundaries of the Matanuska-Susitna Borough. On the east, the border of the region is coterminous with the corporate boundaries of the City and Borough of Yakutat. The Prince William Sound Model Borough is defined on the south by the jurisdictional boundaries of the State of Alaska in the Gulf of Alaska. On the west, the boundaries of the Prince William Sound Model Borough are coterminous with the corporate boundaries of the Kenai Peninsula Borough and Municipality of Anchorage.

Subpart (e). Glacier Bay Model Borough

The northern boundary of the Glacier Bay Model Borough is defined by the formal boundaries of the City and Borough of Yakutat, Canada, and Haines Borough. The eastern boundary of the Glacier Bay Model Borough is defined by the Haines Borough (Chilkat Range), eastern portion of Icy Strait, and Chatham Strait. The southern limits of the Glacier Bay Model Borough adjoin the corporate boundaries of the City and Borough of Sitka. The western boundary of the Glacier Bay Model Borough is coterminous with the jurisdictional boundaries of the State of Alaska in the Pacific Ocean.

The Glacier Bay Model Borough includes Lituya Bay on the Gulf of Alaska, the southern half of Glacier Bay National Park, and the tributaries that flow into Adams Inlet. The region also includes Tarr Inlet, Rendu Inlet, Wachusett Inlet, and Muir Inlet, along with the northern portion of Chichagof Island.

Subpart (f). Chatham Model Borough

The western limits of the Chatham Model Borough are defined by the corporate boundaries of the City and Borough of Sitka and Chatham Strait. On the north, the Chatham Model Borough boundary follows the 58th Parallel. The eastern boundary of the Chatham Model Borough follows the channel between Admiralty Island on the west and Swan Island and Tiedeman Island on the east. The eastern boundary continues along the Seymour Canal and a portion of Stephens Passage, the mouth of Big Creek on the northern portion of Kupreanof Island (including the area of Kupreanof Island west of the mouth of Big Creek). On the south, the Chatham Model Borough is bordered by 56°22' N latitude, which crosses Kuiu Island.

Subpart (g). Prince of Wales Model Borough

The Prince of Wales Model Borough includes all of Prince of Wales Island and the islands to the west. It also includes the southern portion of Kuiu Island south of Gedney Harbor and Reid Bay. It is bordered on the south by the jurisdictional limits of the State of Alaska.

Subpart (h). Wrangell-Petersburg Model Borough

The Wrangell-Petersburg Model Borough is bordered on the west by a portion of Sumner Strait between Point Baker and Kashevarof Passage. The boundary follows Kasevarof Passage south through Clarence Strait to the entrance of Ernest Sound.

On the south, the limits of the region are defined by Ernest Sound and Eaton Point (approximately) and the natural mountain divide to the Alaska/Canada border (the southern boundary of the Wrangell Ranger District).

The eastern limits of the Wrangell-Petersburg Model Borough are defined by the Alaska/Canada border. On the north, the boundary is defined by Hobart Bay.

Part 5. Model Borough Boundaries

State law (3 AAC 110.060(b)) requires the Local Boundary Commission to consider model borough boundaries in judging the merits of any borough proposal.⁴⁰ In a strict sense, the standard permits any boundary proposal that does not extend beyond the model boundaries. However, as noted in Chapter 2, the model borough boundaries standard truly calls for an evaluation of the boundaries of a proposed borough in terms of its respective model.

In *Yakutat v. Local Boundary Commission*, (900 P.2d 721 (Alaska 1995) 725) the Alaska Supreme Court prescribed how the Commission is required to implement the statutory standards (AS 29.05.100(a)) for borough incorporation in light of Article X, Section 3:

The scope of the LBC's powers under AS 29.05.100(a) is to be determined in light of the constitutional provisions that the statute implements. Article X, section 3 of the Alaska Constitution provides, in relevant part:

The entire state shall be divided into boroughs, organized and unorganized. They shall be established in a manner and according to standards provided by law. The standards shall include population, geography, economy, transportation, and other factors. Each borough shall

⁴⁰ 3 AAC 110.060(b) states, "Absent a specific and persuasive showing to the contrary, the commission will not approve a proposed borough with boundaries extending beyond any model borough boundaries."

1 embrace an area and population with common interests to
2 the maximum degree possible.

3
4 (Emphasis added.)

5
6 To avoid conflict with the constitutional mandate that each borough
7 “embrace an area and population with common interests to the
8 maximum degree possible,” the provisions of AS 29.05.100(a)
9 dealing with the rejection, acceptance, and alteration of proposed
10 boroughs must be interpreted to require that the LBC apply the
11 statutory standards for incorporation in the relative sense implicit in
12 the constitutional term “maximum degree possible.” In other
13 words, AS 29.05.100(a) must be construed to mean that , in
14 deciding if the statutory standards for incorporation have been met,
15 the LBC is required to determine whether the boundaries set out in
16 a petition embrace an area and population with common interests
17 to the maximum degree possible.

18
19 In *Yakutat v. Local Boundary Commission*, (900 P.2d 721 (Alaska 1995) 727) the
20 Court also affirmed that the Commission could consider the relationship of a
21 proposed borough’s boundaries to future incorporation of neighboring areas.

22
23 Given the Alaska Constitution’s mandate that boroughs be
24 cohesive “to the maximum degree possible”, the LBC acted well
25 within the purview of its authority in considering the desirability of
26 future incorporation of neighboring areas.

27
28 It is stressed that model borough boundaries are the product of the application of
29 every standard and factor relating to social, cultural, and economic
30 characteristics of regions throughout the unorganized borough. The Local
31 Boundary Commission so defined model borough boundaries in the early 1990s.

32
33 The Commission’s determinations regarding model borough boundaries were
34 preceded by significant opportunity for public review and comment. The process
35 of defining model borough boundaries began with the wide public distribution
36 within each region of an eight-page tabloid (11½ “ X 17”) describing the project
37 and the specific standards and factors established in law for the setting of
38 borough boundaries. The tabloids included maps of each specific region and
39 invited the public to submit proposals for model borough boundaries.

40
41 The initial opportunity for public comment was followed by the publication and
42 wide distribution of draft reports (including recommendations) on model
43 boundaries prepared by the Commission’s staff (Department of Community and
44 Regional Affairs or DCRA). DCRA’s recommendations were based on

1 voluminous evidence, including, for example, the extensive record regarding
2 social, cultural, and economic interrelationships gathered by the legislative
3 reapportionment board for the 1990 reapportionment where that information was
4 available.

5
6 Public comments on the DCRA's draft reports were solicited. Following
7 consideration of public comments, DCRA then issued a final report on the matter.
8 After a final report was published, the Commission held public hearings
9 throughout the unorganized borough. In total, the Commission held hearings in
10 eighty-eight communities, either in person or by teleconference, with regard to
11 the model borough boundaries effort.

12
13 For purposes of this review of the unorganized borough, each member of the
14 Commission was provided with a copy of DCRA's report and recommendation
15 concerning model borough boundaries for the eight regions under review here.
16 Those reports consisted of the following:⁴¹

- 17
- 18 ▪ *Report to the Alaska Local Boundary Commission on the Proposed Yakutat*
19 *Borough Incorporation and Model Borough Boundaries for the Prince William*
20 *Sound, Yakutat, and Cross Sound/Icy Straits Regions*, Department of
21 Community and Regional Affairs, December 1991.
 - 22
 - 23 ▪ *Summary of Report to the Alaska Local Boundary Commission on the*
24 *Proposed Yakutat Borough Incorporation and Model Borough Boundaries for*
25 *the Prince William Sound, Yakutat, and Cross Sound/Icy Straits Regions*,
26 Department of Community and Regional Affairs, December 1991.
 - 27
 - 28 ▪ *Appendix A – Report to the Alaska Local Boundary Commission on the*
29 *Proposed Yakutat Borough Incorporation and Model Borough Boundaries for*
30 *the Prince William Sound, Yakutat, and Cross Sound/Icy Straits Regions*,
31 Department of Community and Regional Affairs, December 1991.
 - 32
 - 33 ▪ *Western Aleutian & Pribilof Islands Model Unorganized Borough Boundaries*
34 *Review*, Department of Community and Regional Affairs, August 1992.
 - 35
 - 36 ▪ *Model Borough Boundaries Review -- Southern Panhandle Region*,
37 Department of Community and Regional Affairs, August 1991.

⁴¹ Where the titles reflect that the report was a draft, that report was adopted by DCRA as a final report in a single-page letter.

1
2 ▪ *Draft East Central Alaska Model Unorganized Borough Boundaries Review*,
3 Department of Community and Regional Affairs, December 1991.

4
5 ▪ *East Central Alaska Model Unorganized Borough Boundaries Review*,
6 Department of Community and Regional Affairs, April 1992.

7
8 ▪ *Model Borough Boundaries Review -- Ketchikan/Southeast Island*,
9 Department of Community and Regional Affairs, March 1991.

10
11 ▪ *Report and Recommendation to the Alaska Local Boundary Commission*
12 *Concerning Ideal Boundaries of a Prospective Chatham Region Borough*,
13 Department of Community and Regional Affairs, April 1990.

14
15 The Commission takes the view that the model borough boundaries standard is
16 due great deference in judging regional commonalities. Again, model borough
17 boundaries are derivative of all other standards and factors relating to regional
18 commonalities.

19
20 Each of the eight unorganized areas under review here are defined precisely in
21 terms of model borough boundaries.

22 23 **Part 6. Regional Educational Attendance Area Boundaries**

24
25 State law (3 AAC 110.060(c)) requires boundaries of proposed boroughs to
26 conform to those of regional educational attendance areas (REAs), unless
27 alternative boundaries better suit the application of all other borough standards.⁴²

28
29 As is discussed at length in Chapter 2, the requirement that borough boundaries
30 generally conform to REA boundaries reflects the strong similarity between the
31 borough boundary standards in AS 29.05.031 and the statutory standards for
32 REAs in AS 14.08.031.

33

⁴² 3 AAC 110.060(c) states, "The proposed borough boundaries must conform to existing regional educational attendance area boundaries unless the commission determines, after consultation with the commissioner of education and early development, that a territory of different size is better suited to the public interest in a full balance of the standards for incorporation of a borough."

Subparts (a)-(h) describe the relationship between the model borough boundaries and REAA boundaries in the eight unorganized regions under review in this report.

Subpart (a). Aleutians West Model Borough

The Aleutians West Model Borough boundaries are identical to those of the Aleutians Region REAA (including the City of Unalaska, which operates a city school district).

Subpart (b). Upper Tanana Basin Model Borough

The Upper Tanana Basin Model Borough boundaries are identical to those of the Delta Greely REAA and the adjoining Alaska Gateway REAA.

Subpart (c). Copper River Basin Model Borough

The Copper River Model Borough boundaries are identical to those of the Copper River REAA;

Subpart (d). Prince William Sound Model Borough

The Prince William Sound Model Borough boundaries are identical to those of the Chugach REAA (including the City of Cordova and the City of Valdez, which operate city school districts).

Subpart (e). Glacier Bay Model Borough.

All of the communities in the Glacier Bay Model Borough are within the boundaries of the Chatham REAA (including the City of Pelican and City of Hoonah, both of which operate city school districts.).

In the course of the 1990s model borough boundaries determinations, the boundaries of the Chatham REAA were, in effect, judged by the Local Boundary Commission to be unsuitable for borough boundaries. The Chatham REAA boundaries encompass three non-contiguous components. One encompasses Skagway which is bounded by the Haines Borough on the west and south, and it bounded by Canada on the north and east. The second non-contiguous component encompasses Klukwan, which is wholly surrounded by the Haines Borough. Those two components are within the Lynn Canal Model Borough.

The third non-contiguous component of the Chatham REAA is a larger area to the south encompassing all of the communities in the Glacier Bay Model Borough. One other community – Angoon – is in the Chatham REAA, but lies outside the Glacier Bay Model Borough.

Subpart (f). Chatham Model Borough

As noted above, Angoon is in the Chatham Model Borough. The only other community presently in the Chatham Model Borough is Kake. Kake lies just outside the southern boundary of the Chatham REAA in the Southeast Island REAA.

Subpart (g). Prince of Wales Model Borough

The Southeast Island REAA operates schools at Hollis, Coffman Cove, Kasaan, Naukati Bay, Port Alexander, Port Protection, Thorne Bay, and Hyder. All of those communities, with the exception of Hyder, are within the boundaries of the Prince of Wales Model Borough.

In the early 1990s, the Commission determined that Hyder, along with Meyers Chuck, had greater ties to the area within the Ketchikan Gateway Borough. Those localities were consequently included in the model borough boundaries of the Ketchikan Gateway Borough. In 1999, the Commission effectively reaffirmed the previous determination that Hyder and Meyers Chuck rightfully belonged within the model borough boundaries of the Ketchikan Gateway Borough. See: *Statement of Decision in the Matter of the February 28, 1998 Petition of the Ketchikan Gateway Borough for Annexation of 5,524 Square Miles*, Local Boundary Commission, page 7 (April 16, 1999).

Subpart (h). Wrangell Petersburg Model Borough.

The Wrangell-Petersburg Model Borough boundaries encompass the communities and settlements of Wrangell and Petersburg (each of which operates a city school district), Kupreanof (whose students attend school in Petersburg), and Thom's Place (which has no school).

Those four localities lie within the boundaries of the Southeast Island REAA. However, during the course of the 1990s effort to define model boroughs, the Commission determined that the borough boundary standards as a whole demonstrated enough distinctions between those four localities and the adjoining Prince of Wales localities to warrant a separate model borough.

Part 7. Contiguity and Totality

The standards for borough boundaries include a presumption in 3 AAC 110.060(d) that non-contiguous territory or an area that encompasses enclaves does represent suitable boundaries.⁴³

⁴³ 3 AAC 110.060(d) states, "Absent a specific and persuasive showing to the contrary, the commission will presume that territory proposed for incorporation that is non-contiguous or that

None of the eight unorganized regions under review in this report, as reflected in the model borough boundaries, is comprised of non-contiguous territories. Moreover, none of the eight model boroughs encompass enclaves.

Part 8. Overlapping Boundaries

State law (3 AAC 110.060(e)) provides that the boundaries of a proposed borough may not overlap the boundaries of another borough without addressing the standards for detachment of the overlapping territory from the existing organized borough.⁴⁴

None of the eight model boroughs reviewed in this report has boundaries that overlap the boundaries of existing organized boroughs.

Part 9. Conclusions Regarding Commonalities

Based on the foregoing, the Local Boundary Commission concludes that each of the eight areas under review embrace an area and population that has common interests in a regional context as called for in Article X, Section 3 of Alaska's constitution. Moreover, each of those areas has a population that is interrelated and integrated socially, culturally, and economically, as set out in AS 29.05.031(a)(1) and 3 AAC 110.045(a). Additionally, the boundaries of the eight unorganized regions examined in this report conform generally to natural geography and include all areas necessary for full development of municipal services in compliance with AS 29.05.031(a)(2) and 3 AAC 110.060(a). Further, the communications facilities and land, water, and air transportation facilities in each of the eight regions examined allow the communication and exchange necessary for the development of integrated borough government in accordance with AS 29.05.031(a)(4) and 3 AAC 110.045(c)-d. In addition, each of the eight regions embrace multiple bonafide communities as set out in 3 AAC 110.045(b). Further, the eight areas in question are defined by model borough boundaries which, unless changed by the Commission, certainly meet the standard established in 3 AAC 110.060(b).

contains enclaves does not include all land and water necessary to allow for the full development of essential borough services on an efficient, cost-effective level."

⁴⁴ 3 AAC 110.060(d) states, "Absent a specific and persuasive showing to the contrary, the commission will presume that territory proposed for incorporation that is non-contiguous or that contains enclaves does not include all land and water necessary to allow for the full development of essential borough services on an efficient, cost-effective level."

1 It is also noted that the boundaries of four of the eight regions under review
2 encompass entire REAAs. Those are the Aleutians Model Borough (Aleutian
3 Region REAA + Unalaska), Upper Tanana Basin Model Borough (Alaska
4 Gateway REAA and Delta Greely REAA), Copper River Basin Model Borough
5 (Copper River REAA), and Prince William Sound Model Borough (Chugach
6 REAA + Valdez + Cordova). Moreover, the boundaries of the Glacier Bay Model
7 Borough encompass all of the Chatham REAA localities with the exception of
8 Klukwan (an enclave within the Haines Borough), Skagway (a city school district
9 bounded on the west and south by the Haines Borough and the north and east
10 by Canada), and Angoon (within the Chatham Model Borough). The Chatham
11 Model Borough encompasses Angoon and Kake (Kake operates a city school
12 district). The Prince of Wales Model Borough encompasses all of the Southeast
13 Island REAA localities except for Hyder and Meyers Chuck (within the Ketchikan
14 Gateway Borough model boundaries), and localities in the Wrangell-Petersburg
15 Model Borough. The latter includes the localities of Wrangell, Petersburg,
16 Kupreanof, and Thom's Place. Based on the review herein, the Commission
17 concludes that the model borough boundaries conform to existing regional
18 educational attendance area boundaries except where the Commission has
19 determined that model borough boundaries are better suited to the public interest
20 in a full balance of the standards for incorporation of a borough pursuant to 3
21 AAC 110.060(c).

22
23 None of the territory defined by the model borough boundaries for the eight areas
24 under review is non-contiguous or contains enclaves. Thus, the standard set out
25 in 3 AAC 110.060(d) is met. Lastly, none of the model boundaries overlap the
26 boundaries of an existing organized borough. As such the model borough
27 boundaries met the standard set out in 3 AAC 110.060(e).

28
29 Based on the foregoing, the Commission concludes that each of the areas meets
30 all of the regional commonalities standards established in law.

31 32 **Section E. Broad Public Interest.**

33 Part 1. Best Interests of the State

34 Part 2. Transition.

35 Part 3. Non-Discrimination.

36 Part 4. Conclusions Concerning Broad Public Interest.

37
38 This section of the report reviews aspects of the broad public interest concerning
39 borough formation. Three different standards are addressed here. First, a
40 borough may be formed only if it serves the best interests of the state. The
41 second standard concerns the orderly transition to borough government. The
42 third element concerns whether borough incorporation would deny any person
43 the enjoyment of any civil or political right, including voting rights, because of
44 race, color, creed, sex, or national origin.

Part 1. Best Interests of the State

AS 29.05.100 allows the Commission to approve a borough proposal only if it is in the best interests of the state.⁴⁵ Standards for determining the best interests of the state in cases of borough formation are established under 3 AAC 110.065.⁴⁶

The Local Boundary Commission has promulgated regulations to guide it in the application of best interest standards. 3 AAC 110.980 states:

If a provision of AS 29 or this chapter requires the commission to determine whether a proposed municipal boundary change or other commission action is in the best interests of the state, the commission will make that determination on a case-by-case basis, in accordance with applicable provisions of the Constitution of the State of Alaska, AS 29.04, AS 29.05, AS 29.06, and this chapter, and based on a review of

(1) the broad policy benefit to the public statewide; and

(2) whether the municipal government boundaries that are developed serve

(A) the balanced interests of citizens in the area proposed for change;

(B) affected local governments; and

(C) other public interests that the commission considers relevant.

The principal elements of this standard relate to the following:

- maximization of local self-government;
- promotion of a minimum number of local government units; and
- relief to the state government from the responsibility of providing local services.

The State encourages regions to assume and exercise local self-determination and provide municipal services that are funded and provided at the local level.

⁴⁵ AS 29.05.100(a) provides as follows, “The Local Boundary Commission may amend the petition and may impose conditions on the incorporation. If the commission determines that the incorporation, as amended or conditioned if appropriate, meets applicable standards under the state constitution and commission regulations, meets the standards for incorporation under AS 29.05.011 or 29.05.031, and is in the best interests of the state, it may accept the petition. Otherwise it shall reject the petition.”

⁴⁶ “3 AAC 110.065 states, “In determining whether incorporation of a borough is in the best interests of the state under AS 29.05.100 (a), the commission may consider relevant factors, including whether incorporation (1) promotes maximum local self-government; (2) promotes a minimum number of local government units; (3) will relieve the state government of the responsibility of providing local services; and (4) is reasonably likely to expose the state government to unusual and substantial risks as the prospective successor to the borough in the event of the borough's dissolution.”

1 Such is in the best interests of the public statewide and is consistent with the
2 constitutional intent regarding municipal government.

3
4 As was stressed in Part 5 of Section D of this chapter, model borough
5 boundaries are derivative of the application of every standard and factor relating
6 to social, cultural, and economic characteristics of regions throughout the
7 unorganized borough. Absent a clear demonstration that those boundaries are
8 invalid, the Commission finds that forming boroughs in the eight unorganized
9 regions reviewed in this report would be consistent with the constitutional
10 scheme for borough development.

11
12 Therefore, forming such boroughs would be in the best interests of the state.
13 Creating boroughs would advance maximum local self-government beyond the
14 level that currently exists in those eight unorganized regions. It may promote
15 minimum numbers of local government units through evolution of local
16 government structures as has occurred in Juneau, Anchorage, Sitka, Yakutat,
17 and Haines through unification and consolidation of local governments.
18 Furthermore, it would relieve the State government of the responsibility of
19 providing local services beyond that which exists under the current structure.

20 .
21 Article X, Section 1 of Alaska's constitution promotes maximum local self-
22 government which encourages the extension of borough government in areas
23 that satisfy the standards for borough incorporation and annexation. In this
24 regard, the Alaska Supreme Court held as follows:

25
26 Our review of the record has been undertaken in light of the
27 statement of purpose accompanying article X, the local government
28 article, of the Alaska constitution. Section 1 declares in part:

29
30 The purpose of this article is to provide for maximum local self-
31 government with a minimum of local government units, and to
32 prevent duplication of tax-levying jurisdictions. . . .

33
34 We read this to favor upholding organization of boroughs by the
35 Local Boundary Commission whenever the requirements for
36 incorporation have been minimally met.

37
38 *Mobil Oil Corp. v. Local Boundary Commission*, 518 P.2d 92, 99 (Alaska 1974).

39
40 Moreover, Alaska's Constitution starts with a declaration that all persons have
41 inherent rights under Alaska's Constitution and that all persons also have
42 corresponding obligations:

43
44 **Article I, Section 1. Inherent Rights.** This constitution is
45 dedicated to the principles that all persons have a natural right to
46 life, liberty, the pursuit of happiness, and the enjoyment of the
47 rewards of their own industry; that all persons are equal and

entitled to equal rights, opportunities, and protection under the law;
and that all persons have corresponding obligations to the people
and to the State.

Part 2. Transition.

The second standard addressed under the general heading of broad public interest relates to the transition to borough government. State law (3 AAC 110.900) requires consideration of several different elements.⁴⁷

The intent of the transition standard is to require forethought to the manner in which services will be extended to an newly incorporated borough. The plan must also demonstrate good faith to extend services.

3 AAC 110.900(b) requires a practical plan for the assumption of relevant powers, duties, rights, and functions presently being exercised by other service providers. 3 AAC 110.900(c) requires a practical plan for the transfer and integration of relevant assets and liabilities.

Obviously, in this case, this standard can only be applied abstractly since there are no specific borough incorporation petitions for the eight areas in question.

⁴⁷ 3 AAC 110.900 states as follows:

(a) A petition for incorporation, annexation, merger, or consolidation must include a practical plan that demonstrates the capacity of the municipal government to extend essential city or essential borough services into the territory proposed for change in the shortest practicable time after the effective date of the proposed change. A petition for city reclassification under AS 29.04, or municipal detachment or dissolution under AS 29.06, must include a practical plan demonstrating the transition or termination of municipal services in the shortest practicable time after city reclassification, detachment, or dissolution.

(b) Each petition must include a practical plan for the assumption of all relevant and appropriate powers, duties, rights, and functions presently exercised by an existing borough, city, unorganized borough service area, and other appropriate entity located in the territory proposed for change. The plan must be prepared in consultation with the officials of each existing borough, city and unorganized borough service area, and must be designed to effect an orderly, efficient, and economical transfer within the shortest practicable time, not to exceed two years after the effective date of the proposed change.

(c) Each petition must include a practical plan for the transfer and integration of all relevant and appropriate assets and liabilities of an existing borough, city, unorganized borough service area, and other entity located in the territory proposed for change. The plan must be prepared in consultation with the officials of each existing borough, city, and unorganized borough service area wholly or partially included in the area proposed for the change, and must be designed to effect an orderly, efficient, and economical transfer within the shortest practicable time, not to exceed two years after the date of the proposed change. The plan must specifically address procedures that ensure that the transfer and integration occur without loss of value in assets, loss of credit reputation, or a reduced bond rating for liabilities.

(d) Before approving a proposed change, the commission may require that all boroughs, cities, unorganized borough service areas, or other entities wholly or partially included in the area of the proposed change execute an agreement prescribed or approved by the commission for the assumption of powers, duties, rights, and functions, and for the transfer and integration of assets and liabilities.

1
2 The Commission recognizes that a newly incorporated borough is permitted a
3 two-year transition petition to assume responsibility for local services. In the
4 abstract, it is difficult to conjecture circumstances under which any of the eight
5 regions reviewed in this report would be unable to meet the terms of 3 AAC
6 110.900.
7

8 **Part 3. Non-Discrimination.**

9

10 State law (3 AAC 110.910) does not allow incorporation of a borough if the effect
11 of such would deny any person the enjoyment of any civil or political right,
12 including voting rights, *because of race, color, creed, sex, or national origin.*⁴⁸
13

14 In addition to the provisions in State law, the federal Voting Rights Act of 1965,
15 codified as amended at 42 U.S.C. Section 1973, establishes standards relating to
16 the effects that incorporation would have upon civil and political rights of
17 minorities. The Voting Rights Act prohibits political subdivisions from imposing or
18 applying voting qualifications, voting prerequisites, standards, practices, or
19 procedures to deny or abridge the right to vote on account of race or color or
20 because a person is a member of a language minority group.⁴⁹
21

22 The Petition (at pages 43 – 44) addresses the Skagway borough proposal in the
23 context of the federal Voting Rights Act. The Petition stresses that “There will be
24 no change to voting rights upon incorporation of the territory.”
25

⁴⁸ 3 AAC 110.910 states, “A petition will not be approved by the commission if the effect of the proposed change denies any person the enjoyment of any civil or political right, including voting rights, because of race, color, creed, sex, or national origin.”

⁴⁹ Specifically, 42 U.S.C. Section 1973 provides as follows:

(a) No voting qualification or prerequisite to voting or standard, practice, or procedure shall be imposed or applied by any State or political subdivision in a manner which results in a denial or abridgement of the right of any citizen of the United States to vote on account of race or color, or in contravention of the guarantees set forth in section 1973b(f)(2) of this title, as provided in subsection (b) of this section.

(b) A violation of subsection (a) of this section is established if, based on the totality of circumstances, it is shown that the political processes leading to nomination or election in the State or political subdivision are not equally open to participation by members of a class of citizens protected by subsection (a) of this section in that its members have less opportunity than other members of the electorate to participate in the political process and to elect representatives of their choice. The extent to which members of a protected class have been elected to office in the State or political subdivision is one circumstance which may be considered: Provided, That nothing in this section establishes a right to have members of a protected class elected in numbers equal to their proportion in the population.

1 Here again, the Commission has no alternative but to consider the proposal in
2 the abstract. There are no specific assembly apportionment plans or other
3 relevant facts to consider under this standard for any of the eight areas in
4 question.

5
6 Nonetheless, the Commission recognizes that the provisions of the Federal
7 Voting Rights Act apply to REAAs and cities in Alaska. REAAs and their
8 representational structures were reviewed under the Federal Voting Rights Act
9 by the U.S. Justice Department following the 2000 census. The Justice
10 Department interposed no objection to those structures.

11
12 Moreover, the Commission is aware of no circumstance in the abstract that
13 would deny or abridge the right to vote on account of race or color or because a
14 person is a member of a language minority group if boroughs were formed in the
15 eight regions under review.
16

17 **Part 4. Conclusions Concerning Broad Public Interest.**

18
19 Based on the foregoing, the Commission concludes that forming boroughs that
20 meet standards established in the Constitution of the State of Alaska, Alaska
21 Statutes, and the Alaska Administrative Code serves the best interests of the
22 state in accordance with AS 29.05.100, 3 AAC 110.065, and 3 AAC 110.980.
23

24 In the abstract, it is difficult to conjecture circumstances under which any of the
25 eight regions reviewed in this report would be unable arrange for a well planned
26 and executed transition to borough government within two years. Thus, the
27 Commission concludes that the transition standard set out in 3 AAC 110.900 is
28 satisfied.
29

30 Lastly, the Commission again has difficulty conjecturing circumstances under
31 which boroughs established in any of the eight regions reviewed in this report
32 would deny or abridge the right to vote on account of race or color or because a
33 person is a member of a language minority group. Thus, the standards set forth
34 in 42 U.S.C. Section 1973 and 3 AAC 110.910 are satisfied in the abstract for all
35 eight regions reviewed in this report.
36
37
38
39